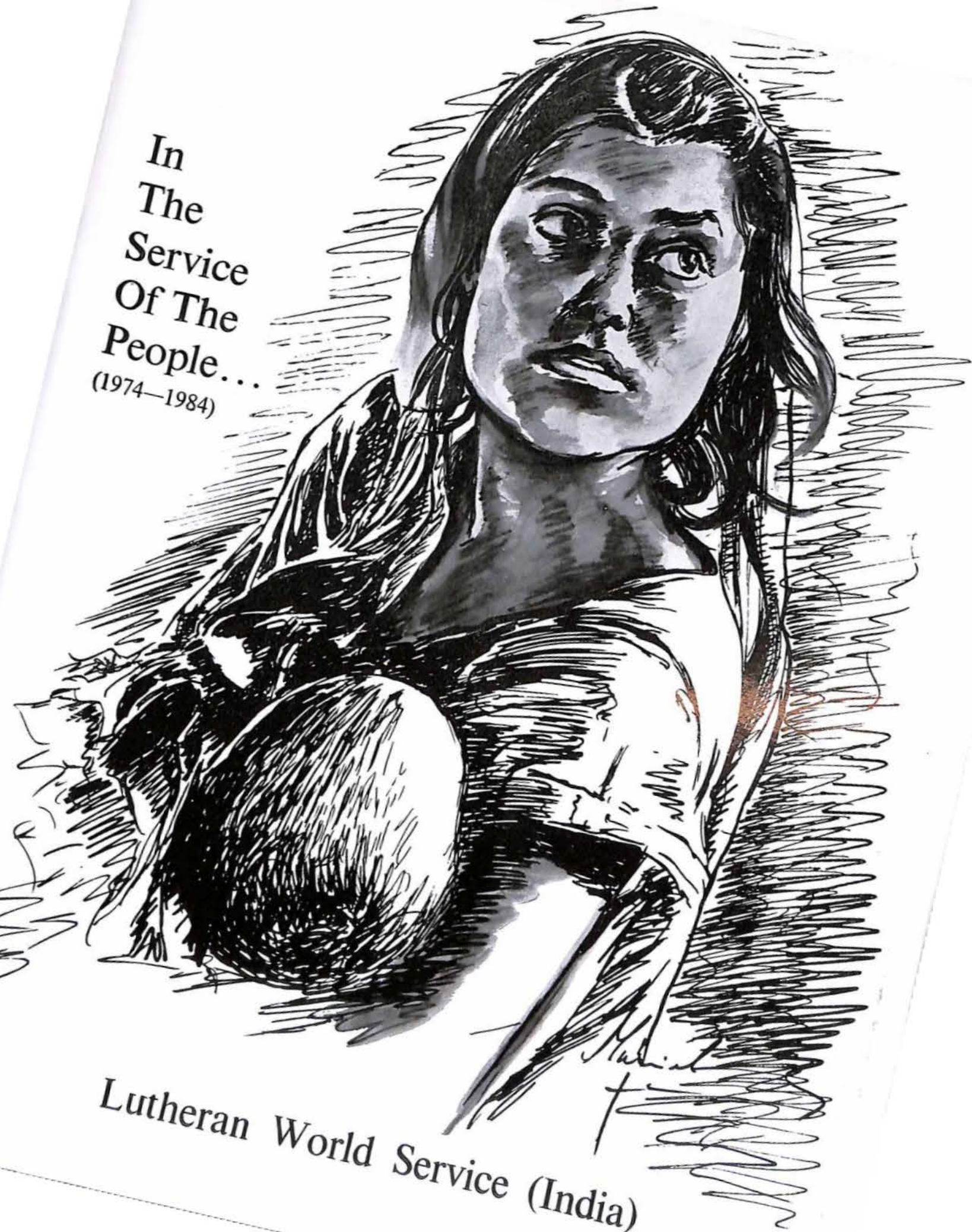


In
The
Service
Of The
People...
(1974—1984)



Lutheran World Service (India)



Dear Friends,

For Lutheran World Service (India) 1984 marked ten years IN THE SERVICE OF THE PEOPLE.

When LWS(I) started ten years ago it continued several activities which were started in the sixties by Cooch Behar Refugee Service and supported by the Lutheran World Federation. Dr. Olav Hodne who had been the leader of CBRS became the first Director of LWS(I). It is thus but natural that the plight of refugees was a major concern of LWS(I). The year 1974 was also one of the far too frequent years of natural calamities in this region. From the beginning people in distress were among LWS' major concerns. Since then our Emergency and Rehabilitation Unit has been actively involved in minimising the hardships of victims of floods, cyclones and droughts.

From 1975 LWS(I) started programmes in several areas with a view to assisting the poorest sections of society, such as the landless, the tribals and the marginal farmers to overcome, not only their immediate needs, but to be involved in forming a new future for themselves. More than 100,000 landless people were provided with houses. New avenues of employment were explored, training was provided and credit arranged for many who were established in new economic ventures. Significantly, people were more and more involved in planning programmes which have not only improved family economy but also improved the quality of life by bringing people together in new bonds of cooperation.

During the decade which has passed LWS(I) has not only enjoyed cooperation with the people who were assisted in different ways, but also with a number of local, national and international voluntary organisations. We are grateful too for the cooperation we have experienced at all levels of Government.

Special thanks go out to our Head Office in Geneva and our donors whose confidence in the Lutheran World Service (India) team and its plans has given us the privilege of being in the service of the people so satisfyingly for so long.

The traditional layout of our Annual Report has been changed this year from a chapter on each area programme to chapters covering activities common for most programmes. We are hoping through this report to give our readers a fair impression of what was achieved in those programmes which came to an end over the years as well as an insight into our ongoing programmes.



January, 1985

AAGE LARSEN

Lutheran World Service (India)

3, Hungerford Street, Calcutta-700 017

Phones : 44-0710/44-8979

Cable : LUTHSERVIS

Telex : 21 3245 LWSI IN

In
The
Service
Of The
People...

(1974-1984)



Lutheran World Service (India)

CONTENTS

IN RETROSPECT : 1974—1984

- PHYSICAL ACHIEVEMENTS AT A GLANCE

- HOUSING

- WATER SUPPLY

- AGRICULTURE

- ECONOMIC MEASURES

- HEALTH

- EDUCATION AND TRAINING

- OTHER ACTIVITIES

- AS WE GROW

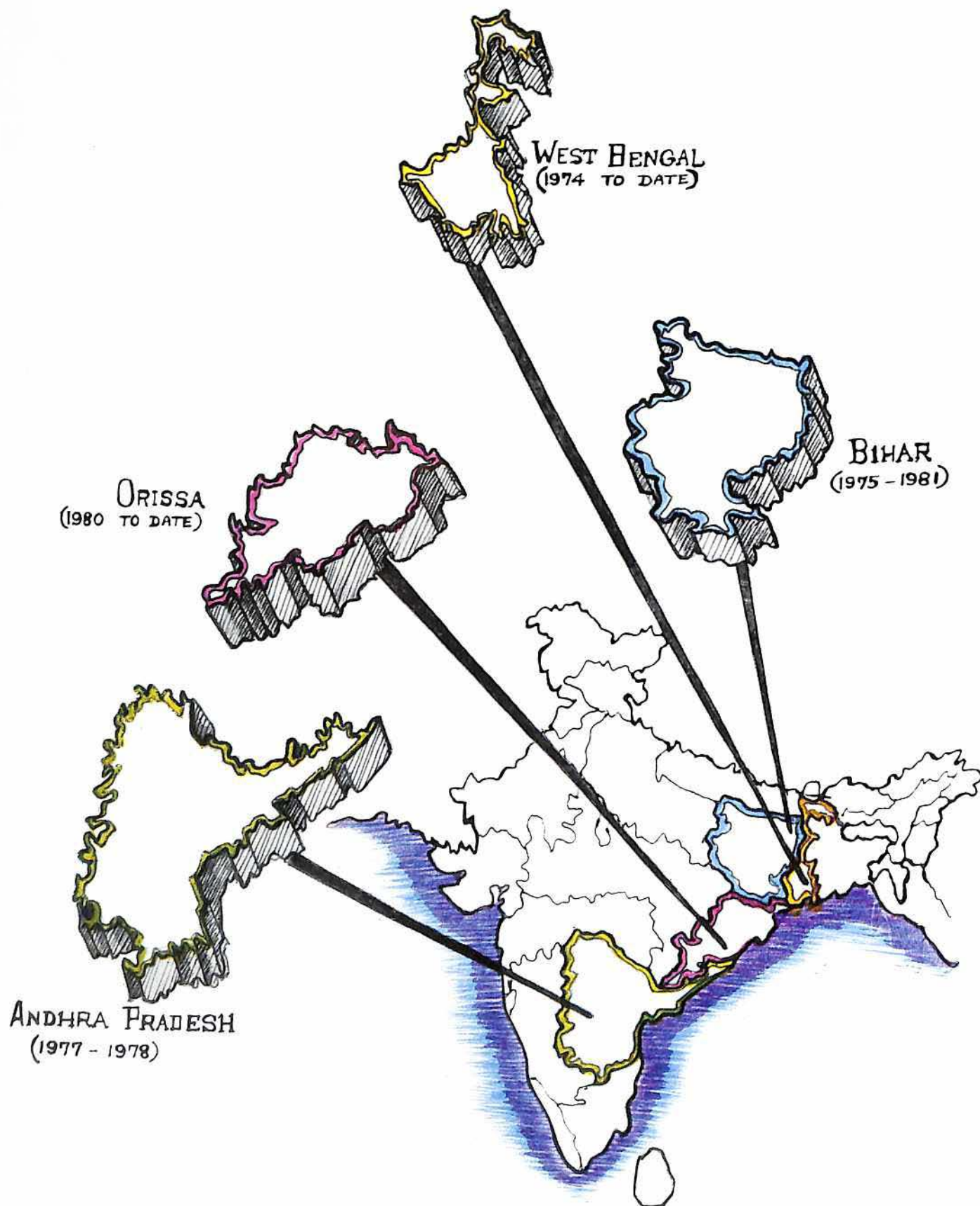
1984 IN BRIEF

PREM CELL MEMBERS

THE EXECUTIVE

Lutheran World Service (India)

IN RETROSPECT : 1974 - 1984



PHYSICAL ACHIEVEMENTS AT A GLANCE

EMERGENCY & DEVELOPMENT PROGRAMMES

<i>Type of Activity</i>	<i>Unit</i>	<i>Development</i>	<i>Emergency</i>	<i>Total</i>
1. . Houses	Families	20,091	11,127	31,218
. Housing Aid	Families	—	24,462	24,462
. Temporary Shelter	Families	—	49,897	49,897
2. Water Supply—Drinking:				
. Tubewell	Number	6,611	6,071	12,682
. Openwell	Number	510	68	578
3. Water Supply—Irrigation:				
. Tank/Dam	Number	425	280	705
. Openwell	Number	342	—	342
. Acreage covered	Acre	2,542	750	3,292
. Families covered	Family	3,550	—	3,550
4. Sanitary Latrines	Number	1,923	—	1,923
5. Education:				
. School Buildings	Number	206	274	480
. Neo-literates	Students	23,121	—	23,121
. Pavement School	Children	9,773	—	9,773
. Primary School	Students	2,898	—	2,898
6. Training/Workshop/ Seminars	People	6,408	—	6,408
7. Nutrition Programme	M. T.	—	3,530	3,530
8. Food/Cash For Work:				
. Wheat/Rice	M. T.	—	9,370	9,370
. Cash	Rupees	—	506,550	506,550
9. Economic measures	Family	12,819	2,039	14,858
10. Clothes/Blankets/Utensils	Number	—	953,612	953,612
11. Community Health	People	198,963	—	198,963
. Medical Aid	Rupees in million	—	1.9	1.9
12. Agriculture:				
. Acreage covered	Acre	12,096	—	12,096
. Families covered	Family	25,616	50,000	75,616



HOUSING

West Bengal and Orissa among other States in India face annual floods, which invariably render thousands of families "shelterless". Cyclones lash the coastal areas and often cause havoc in their wake, uprooting the houses of thousands of people.

A large number of families in the District of Murshidabad in West Bengal have also become victims of erosion of the river Ganges. The constant influx of refugees from the erstwhile East Pakistan, now Bangladesh, and migration of rural people to the city of Calcutta in search of employment, add to the burdens of this city. Many families of the lower segments of the social strata remain shelterless as they do not own even homestead land.

Against this background, Lutheran World Service (India) over

the past ten years, supported thousands of shelterless families to build their houses. After all, a house is an important human necessity next only to air, water, food and clothing.

During this decade of service, more than 55,000 families were assisted as can be seen from the Tables—some with housing material to build houses on homestead land already owned by them and others were allotted homestead land by the Government and houses in clusters were then constructed. Some houses were made of mud walls and thatched/tiled roofing, some others with bamboo netting walls and asbestos roofing, whereas some were of brick walls and asbestos roofing. The type of houses built varied from place to place to suit the environment in which the families were resettled.

When Lutheran World Service became operational in India in the year 1974, a Famine Emergency Relief operation was undertaken in North Bengal Districts and housing materials were provided to shelterless families. In 1975, when Relief operations were undertaken in Murshidabad District to assist the flood/erosion affected people, the LWS India in collaboration with the local Government, resettled families on plots of land provided by the Government—these families were living earlier on the road sides having lost everything due to erosion by the river Ganges. The State Government, realising the success of this scheme invited the LWS India to partake in Rural Housing Resettlement Programme in order to rehouse nearly 20,000 families who were mainly landless/homeless and dependent on agriculture labour to earn their daily bread. The

people under this category belong to the lower segments of the social structure i.e., Scheduled Castes and Tribes as well as refugees.

The Rural Housing Resettlement Programme was thus initiated in the year 1976, and continued for a period of 4—5 years. Sites for construction of houses were provided by the Government as well as roofing material, the value of which varied from Rs. 500/- to Rs. 1,000/- per house. The total cost of a house varied from Rs. 1,000/- to Rs. 2,500/- excluding the value of homestead land.

The LWS India initiated another collaborative Housing Resettlement Project with the State Government in order to rehouse some of the families living on the foot-paths

and canal embankments of Calcutta. Under this project, it was tentatively planned to rehouse in two phases, 1,500 families on the outskirts of Calcutta and another 1,000 in Sunderban region from where many such settlers of Calcutta had migrated. The latter scheme could not meet with success owing to non-availability of suitable land in Sunderban region. As a result, 167 houses only were constructed in Binodpur area of Sunderbans. The former scheme, however, was implemented when the State Government provided land in Salt Lake which is on the outskirts of Calcutta and 1,259 houses were constructed since 1979. This Housing Resettlement Project is a joint venture of the Lutheran World Service (India) and the State Gov-

ernment. The State Government provided valuable land and undertook the responsibility for provision of drainage, roads, electricity, multi-purpose school and market shed whereas the LWS India was responsible for provision of houses and drinking water wells. The participatory input works out to 53 percent by the State Government and 47 percent by the LWS India.

During major natural calamities such as floods and cyclones, the LWS India assisted the victims to construct houses. During the past decade, more than 11,000 houses were constructed and material for construction of nearly 24,500 houses were provided. Temporary shelters were also provided during emergencies to accommodate nearly 50,000 families.

PHYSICAL ACHIEVEMENTS AT A GLANCE

DEVELOPMENT PROGRAMME :

YEAR-WISE HOUSE CONSTRUCTION:

YEAR— AREA	1976	1977	1978	1979	1980	1981	1982	1983	1984	TOTAL
Birbhum				761						761
Burdwan	1,970	1,013	46	454	125			9	6	3,623
Calcutta				434	66	250	66		443	1,259
Murshidabad	2,215	420	364	136						3,135
Nadia			132	468						600
North Bengal	690	1,741	3,349	1,681	186	198	59		36	7,940
Purulia	470	1,009	48	500	264					2,291
Sunderbans						167				167
24-Parganas		85	230							315
Total	5,345	4,268	4,169	4,434	641	615	125	9	485	20,091

EMERGENCY & REHABILITATION UNIT :

HOUSE CONSTRUCTION: 1974—1984

States	No. of houses constructed	Provision of roofing material
Andhra Pradesh	1,550	—
Bihar	500	1,000
Orissa	3,571	—
West Bengal	5,506	23,462
Total	11,127	24,462

WATER SUPPLY

Among the basic determinants of agricultural productivity, adequate and timely availability of irrigation water is the most crucial one. In arid and tropical regions, non-availability of irrigation water becomes a limiting condition for the fruitful use of other technical inputs like improved variety of seeds, fertilizers, farm power etc. Lack of irrigation facilities creates a lag in the adoption of chemical fertilizers and high yielding varieties of seeds. By playing a protective as well as productive role in the use of other agricultural inputs, irrigation becomes a catalytic agent for enhancing agricultural growth.

Water is an important tool in the whole kit of farm inputs. Its application in the required dose and at the required time is very important. Different sources of water have different capacities of serving the farmers and hence they could have different bearing on the economics of their users in the following ways:

- An assured supply of water facilitates the planning of profitable cropping pattern for the farm during all seasons.
- Assurance of supply of water permits the use of other productive inputs like high yielding seeds, fertilizers etc., which would enhance productivity.

- Low Cost of irrigation water would induce saving of scarce funds, which could be utilised for purchase of other complementary resources. The reverse would happen if the cost of water is disproportionately high for the financially handicapped farmers.
- Farmers with different sources of irrigation water display differing socio-economic characteristics, often reflecting various managerial abilities among different groups. Such varying managerial abilities and availability of resources also affect the farm productivity.

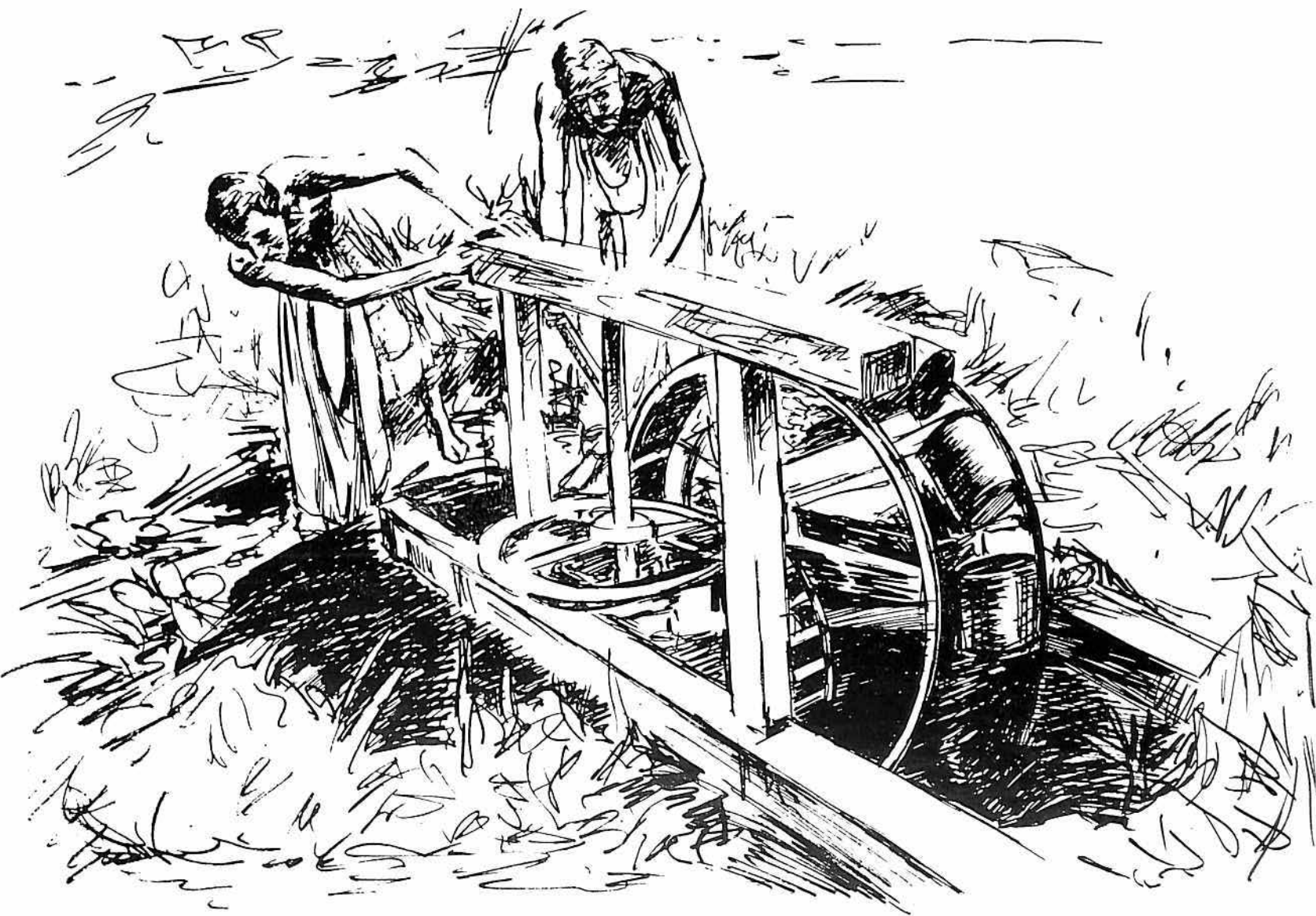
Water, not land, is the key limiting factor in resource management for increased food production. Water is also a principal carrier of killer, debilitating intestinal diseases. Management of village water supply and irrigation schemes are, therefore, to be given due weightage while creating infrastructure for irrigation and drinking water.

Since initiation of its operations in the field of development from 1975, the LWS India has given considerable importance in assisting the people to create permanent irrigation infrastructures. After all, the rural economy, particularly of the target groups with whom LWS is working, depends on agri-

IRRIGATION WATER

culture. Most of the irrigation infrastructures thus created were in the form of tanks/dams/wells, utilising off-season labour under Food For Work programmes. More than 400 tanks/dams and nearly 350 wells were constructed by the target groups and nearly 3,500 families in the operational areas could depend on assured water for irrigating nearly 2,500 acres (refer Table).

Before initiating a scheme, a socio-technical survey is conducted to determine the project feasibility. It has been normally noticed that the projects such as construction of tanks/dams etc., which are found to be technically viable, have to be abandoned as they do not fit in the social criteria. Since the farmers with whom the LWS India is associated, fall under the category of small and marginal farmers, most often such sites for construction of tanks and dams are not owned by them; instead, they belong to the rich farmers. Moreover, on many occasions it has been noticed that the tanks/dams if constructed, would benefit many of the rich farmers owing to location of their land adjacent to the sites instead of benefiting majority of the small and marginal farmers. Efforts, under the circumstances, are normally made to arrive at satisfactory agreements failing which alternative schemes such as construction of



Revival of traditional irrigation methods

wells are undertaken although wells can irrigate not more than 4 acres of land and the cost-benefit ratio of a well is comparatively higher than that of a tank/dam.

Cooperation and collaboration with the Panchayats (village level local Bodies elected by the people) have all along been satisfactory. In terms of participatory inputs, nearly 30 percent of the total number of irrigation infrastructures created

upto 1984, were undertaken in collaboration with the Panchayats.

The commencement of Project WHAT (Water, Health & Agriculture Trident) from the early part of 1983 in Mayurbhanj and Purulia Districts of the Chotanagpur plateau added another dimension to the project activities of the LWS India as the major emphasis is on watershed management and on conjunctive use of surface and ground

water. A water investigation team is being established with people specialised in irrigation engineering, hydrogeology and geo-physics. Upon formation of this team, it is hoped that other project areas of the LWS India could avail of the services of the team to identify potential water sheds and in planning and implementing suitable irrigation infrastructures.

DRINKING WATER

Safe, adequate and accessible supply of water together with sanitation are recognised as the basic health needs and essential components of primary health care. Many of the diseases affecting the underprivileged especially in the rural areas could be greatly reduced by meeting these health needs. In many communities there is also a lack of understanding of the importance of potable water to health. Often, it is not known that polluted water contributes to disease. Due to non-existence of potable water supply, a large number of rural

communities are immune to traditional water use habits. Rivers, ponds, ditches, canals and dugwells are all sources of water for domestic use. The absence of sanitary excreta disposal and non-hygienic practices render many of these sources dangerously contaminated. The incidence of water-borne diseases, therefore, weighs heaviest on these people, who do not have access to potable water supply.

Right from the commencement of Emergency Relief & Rehabilitation operations in 1974 and Develop-

ment Projects from 1975, the LWS India has significantly contributed in reducing the incidence of water-borne diseases by providing safe drinking water sources. More than 12,600 tubewells and nearly 600 open wells were constructed during the decade of service through Emergency Relief and Rehabilitation as well as Development Programmes and approximately 2,600,000 people were reached by this service (refer Table).

Tubewells in alluvial soil formation were sunk manually and the average depth varied from 60 to



150 feet whereas in alluvial soil formation with high saline content, the tubewells were manually sunk to a depth of 1,000 feet. In the hard rock areas, although the depth varied from 125 feet to 150 feet, the tubewells had to be bored with the help of drilling rigs. By mid 1977, the LWS India started operating in hard rock areas upon procurement of drilling rigs. The Water Resources Project, which was thus initiated in the District of Purulia and thereafter extended services for a certain period of time to Ranchi, Santal Parganas and Keonjhar Districts, is currently in operation in Mayurbhanj and Birbhum Districts as well. This project was in joint collaboration with the respective State Governments where the LWS India undertook the responsibility for boring wells and upon successful completion of the operation, the wells were handed over to the State Government for provision of pipes, hand-pump installation, construction of platforms around the tubewells and future maintenance.

The Water Resources Project was evaluated in the year 1982 and along the lines of the recommendations, attempts have been made to shift the emphasis from mere drilling to remedial drilling, well revitalisation as well as building up of village level infrastructure for timely repairs and maintenance of the tubewells. In this regard, a total of 174 village youth, jointly selected by the Panchayats, the communities and the LWS India, were trained in collaboration with UNICEF. In addition, another 191 village youth in Bankura district (non LWS operational area) were trained in collaboration with UNICEF.

UNICEF's association during the



period 1983-84 was fruitful in training of the village youth as well as in drilling 20 borewells in Purulia District for the West Bengal Comprehensive Area Development (WBCADC) on cent percent reimbursement of drilling cost. Cooperation and collaboration of the Panchayats in the District of Birbhum during the period of operation has been significant. Apart from boring drinking water wells in this District, the LWS India took responsibility to supervise installation of pipes and hand-pumps as well as construction of platforms around the tubewells. The village youth who were trained for this purpose were utilised for this job. Since commencement of Water Resources Project, Action for Food Production (AFPRO), an agency specialised in water resources development continues to provide technical assistance in the field of geo-hydrological survey.

The precise number of villages facing problems of safe drinking water is still a matter of speculation. A problem village is one which does not have any assured source of drinking water within a distance of 1.5 kms., where the source of drinking water is susceptible to water-borne diseases like cholera, guinea worms etc., and where the water has excessive salinity, iron or fluoride. In 1972-73, 152,000 villages were identified as problem villages in India. By 1978, when the Planning Commission of India was optimistic that 96,000 villages have been covered, a revised suggestion was submitted which indicated that 190,000 villages were still suffering from drinking water problems in 1979-80. By 1982, the number of such villages had in fact increased to 213,000 villages. The drilling rigs which were put into operation when the LWS (I) initiated the WRP, were mainly involved in

providing safe drinking water sources in villages which were identified as problem villages. By the end of 1984, it was believed that most of the problem villages so far identified in Purulia and Birbhum Districts where the drilling rigs of the LWS India were in operation,

have been provided safe drinking water sources. However, due to lack of village level infrastructure to attend to timely repairs and maintenance of tubewells, a large number of tubewells which have been drilled earlier, particularly in Purulia District, remain inoperative

and need to be rejuvenated. The focus of LWS India during the next few years is expected to be on rejuvenation of old wells and on training of mechanics/caretakers at the village level.

TABLES SHOWING PHYSICAL ACHIEVEMENTS AT A GLANCE

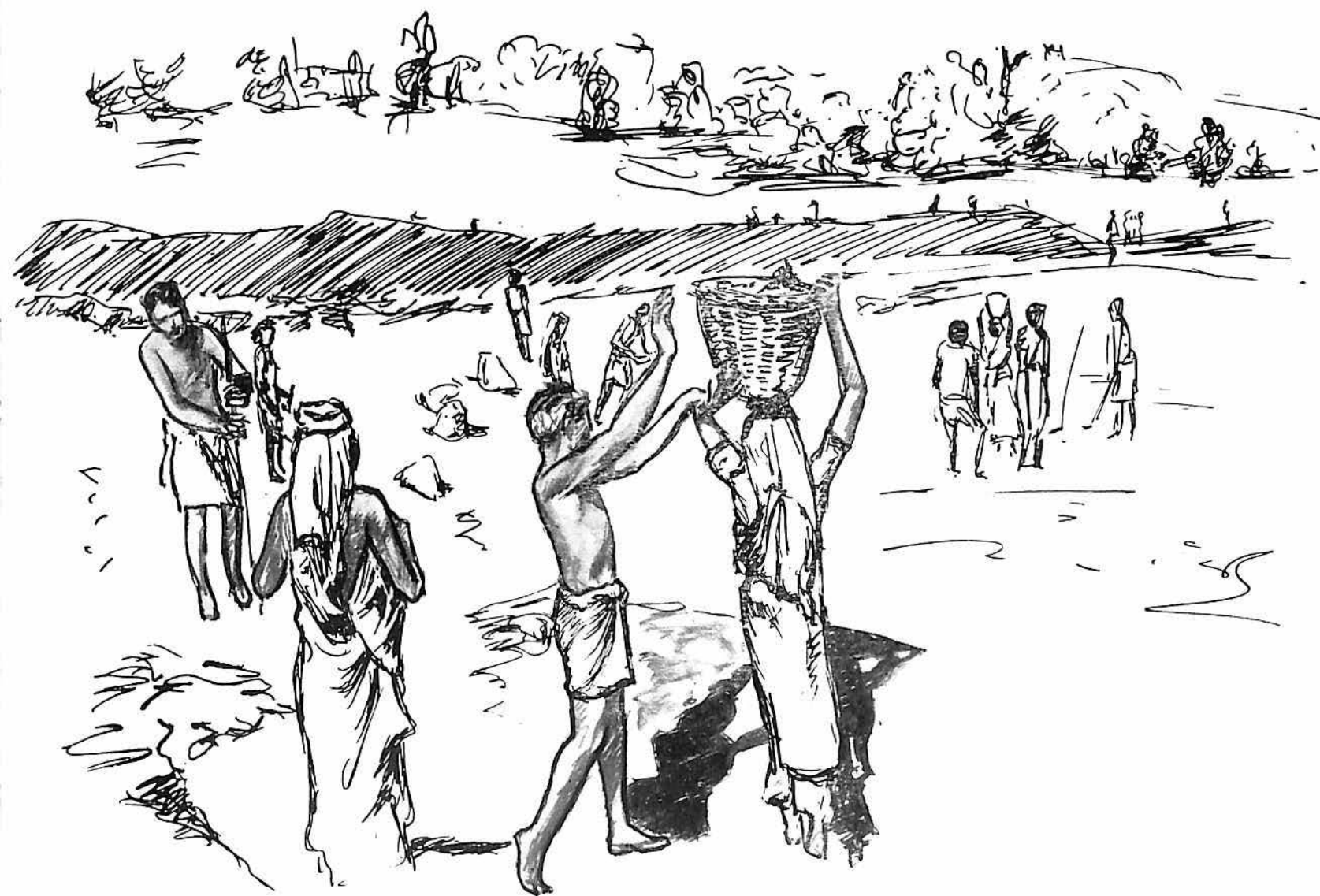
DEVELOPMENT PROGRAMME:

IRRIGATION WATER : 1975—1984

Area	Tanks/Dams	Wells	Coverage	
			Acreage	Families
Birbhum	—	2	6	13
Burdwan - Bhatar	23	70	500	1,000
- Jangal Mahal	106	94	515	1,037
Mayurbhanj	6	14	159	109
North Bengal	—	4	32	55
Purulia -Ajodhya Hills	115	112	800	400
-Bandwan	—	12	20	71
Ranchi	7	34	400	700
Sunderbans	168	—	110	165
Total	425	342	2,542	3,550

DRINKING WATER SUPPLY : 1974—1984

Area	Tubewell	Openwell
Birbhum	216	18
Burdwan	883	130
Calcutta	635	—
Murshidabad/Nadia	1,193	—
Mayurbhanj	321	1
North Bengal	2,377	96
Purulia	815	104
Santal Parganas	139	161
Sunderbans	32	—
Total	6,611	510



"a headload now is a small price to pay for the greening of our lands"

EMERGENCY & REHABILITATION PROGRAMME:

IRRIGATION WATER

Type	Number Constructed	No. of Mandays (in million)
Tank	280	1.13
Embankment	133	0.66
Canal	43	0.19
	456	1.98

DRINKING WATER SUPPLY : 1974—1984

Area	Tubewell	Openwell
Bihar	1,290	13
West Bengal	4,524	55
Orissa	257	—
Total	6,071	68



AGRICULTURE

With the advent of winter, the cold dry winds from the north sweep across the hills and still verdant valleys. Higher up on the slopes, patches of golden yellow mustard stand out amidst already browning earth.

Harvesting is almost over. The farmers are happy because the crop was good. Despite the abundant harvest, the farmers are no longer as complacent as before. They sit and discuss plans for the future. They consider the possibilities of growing an additional crop, the need for certain fertilizers, the importance of education, the various uses in which their village fund could be put to use and numerous other issues pertaining to their daily lives. Among these groups of villagers, a wandering eye easily spots the project worker of the LWS India, sometimes guiding, probing, prodding and sometimes silent and observant.

This is the present day situation in areas where LWS India has been in operation for some years. In almost all the areas of operation the situation at the time of initiation of Projects was similar to the one noticed in Ajodhya Hills at the beginning of operation in 1975. The socio-economic situations of the small and marginal farmers was desperate. Although they possessed agricultural land, the agricultural practices were primitive. The majority had mortgaged their land to the rich farmers for as little as Rs. 5/- to Rs. 10/- per year. Some of them did not have the economic support to cultivate their own land and others migrated to other areas in search of employment.

Although agriculture represents



"Is the fertilizer or seed the correct one for the type of soil or climate?"

the primary occupation, the basic inputs such as seeds, fertilizers, water and energy which are the key factors to improve crop production, are normally inadequate for the activity to become a truly self-sustaining and profitable livelihood. Much of a small farmer's efforts goes into producing food for subsistence. Typically, a farmer subject to conducive environment, attempts to grow enough to meet immediate personal needs, as well as a small surplus to sell for procuring goods he cannot produce himself. Soil and water management techniques which are directly related to food production are lacking among the small farmers. The great majority of small farmers have little leeway between survival and destitution. Dependence on an unpredictable rainy season and depredations by animals frequently render futile the efforts of the small farmers. Affluent farmers however, are able to carry through bad years by drawing on resources built up in good times. Landless peasants

are caught in a cycle of under-employment and poverty. In many cases they lack both resources to produce their own food and the opportunity to earn income to buy it.

The Development Programmes of LWS India are confined to the weaker sections of society—in the rural operational areas, the small and marginal farmers, landless peasants and artisans fall under this category. Agricultural activities are aimed at reducing the problems of increased production. Besides, the question of increased production depends on various aspects such as availability, management, efficiency and appropriateness—is the greatest value being obtained from a given unit of fertilizer? Is the fertilizer or seed the correct one for the type of soil or climate? Are steps being taken to ensure that total water resources are not exhausted or degraded? What is the cheapest or most suitable form of energy to produce

the greatest amount of food without waste? Maximum performance from a minimum of essential inputs is the object without depleting natural, human or financial resources. Extension services provided and arranged by the project staff, village meetings, field demonstrations, creating conditions for availability of improved seeds and fertilizers, creation of irrigation infrastructures, soil testing and treatment and sharing of knowledge represent the contributory factors of agricultural development.

At the root of social security is agrarian reforms, which implies improved access by small farmers and rural labourers to the means of producing food. Access to land, water, technology, credit, markets and a fair price for the results of their labour being the key elements of such reforms, communication between the farmers and the rural banks, local governments and other related agencies are established to bring about desired changes.



Kitchen-garden

During the decade, the comprehensive approach adopted in the agricultural sector has facilitated conditions for increased agricultural productivity among 25,616 peasant families from nearly 12,100 acres (refer Table). In addition, another 50,000 families were assisted with distribution of seeds and fertilizers during post emergency relief and rehabilitation periods.

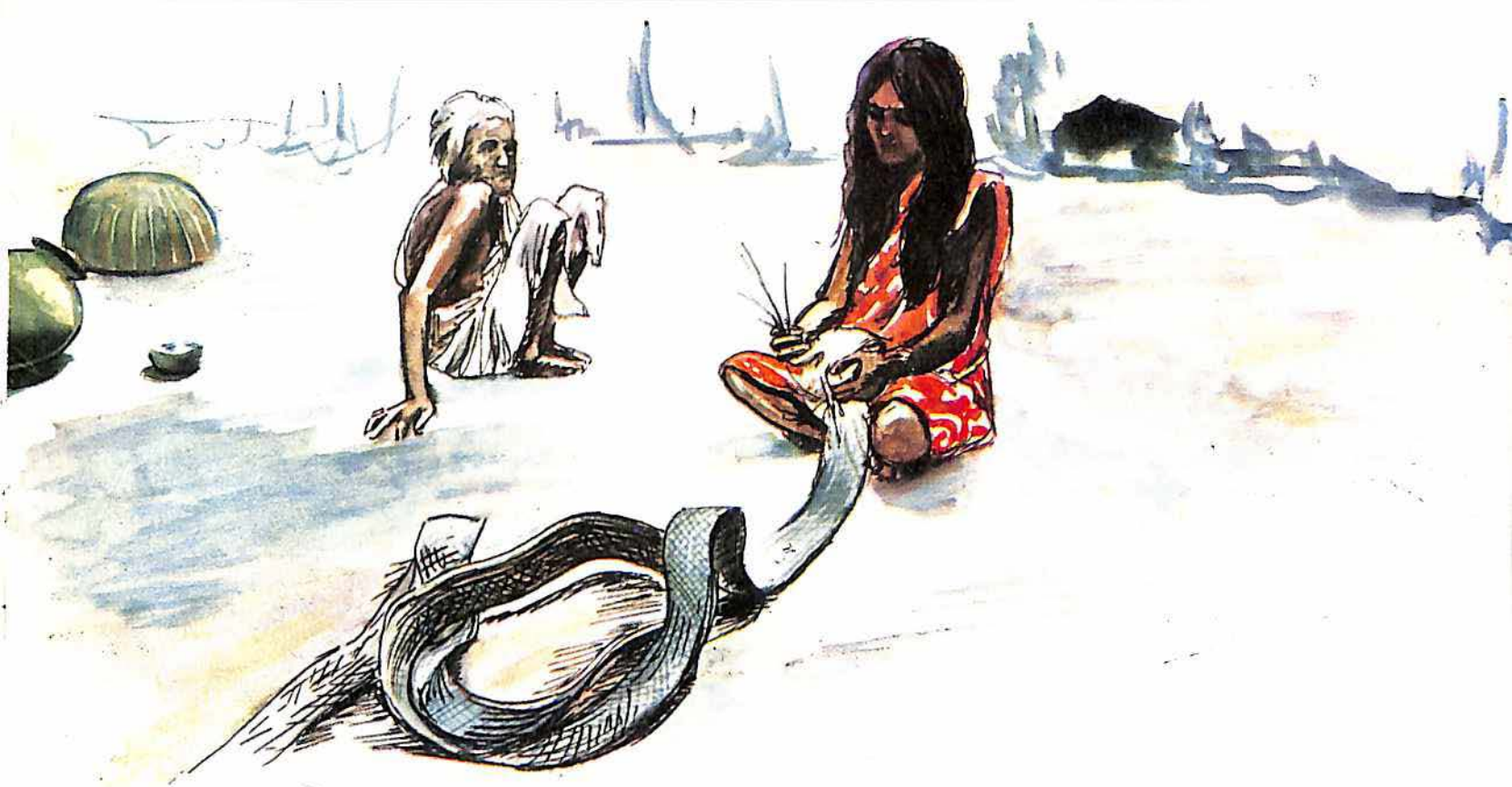
PHYSICAL ACHIEVEMENTS AT A GLANCE

DEVELOPMENT PROGRAMME:

AGRICULTURE : 1975—1984

Area	COVERAGE	
	Acreage	Families
Burdwan :		
– Bhatar	2,284	} 5,470
– Jangal Mahal	900	
Mayurbhanj	1,907	2,580
Murshidabad	146	426
North Bengal	333	410
Purulia :		
– Ajodhya Hills	3,304	9,604
– Bandwan	1,259	2,580
Ranchi	1,689	4,381
Sunderbans	274	165
Total	12,096	25,616





"Very soon my labour will be rewarded"

(Other) ECONOMIC MEASURES

Despite agriculture being the primary occupation of the rural people with whom LWS India operates, income generated and accrued from this activity is minimal, especially for the small and marginal farmers and the landless. Agriculture on the fragmented land-holdings barely provide sustenance for more than three months in a year. For another three to six months the people obtain employment with contractors or individually as daily labourers. For the remaining period, many survive on wild tubers, roots, flowers, fruits and other forest produce.

The 20,000 families who were mostly resettled in the rural areas under housing resettlement programme, on homestead land provided in clusters by the State Government, had their primary occupation as agricultural labourers and share-croppers, as they had no agricultural land. The problem of underemployment and unemployment among these groups was very severe. Earlier to their resettlement, their temporary abode was influenced by the demand of a given area for agricultural labourers. However, permanent settlement on land provided by the Government, the supply of labour far excee-

ded the demand of a given area.

The excess availability of labour in addition to the labour force already available in an area influenced the rich farmers to exploit the situation by offering work in the fields for little or nothing.

The problems of employment among the urban poor was worse. The pavements of Calcutta like no other city in the world have received the load of the shelterless. Along the sidewalks of major thoroughfares and in greater concentrations at railway yards and alongside canal embankments are

people demonstrating a heroic ability to live, despite their debased condition.

The more successful pavement dweller might find employment in a household as a part-time maid-servant returning at intervals to her children left on the pavement, in

the care of older children. Some men get employment as rickshaw-pullers, cobblers or shoe-shiners. Whatever their trade, life is hard for them and their children do not have the opportunity to study as their time is spent collecting paper, rags and coal or looking after their little brothers and sisters or

just begging for alms and food.

This group of urban poor as well as the inhabitants of squatters colonies are mostly people who had drifted into the city in search of employment. Many had fled from the rural countryside in the wake of floods, drought or pestilence. A vast number who converged upon the city are refugees. They trekked long distances from war-stricken areas on India's eastern borders, leaving behind their homes and belongings. Some were able to make good the losses they sustained by gainful employment, whereas others were compelled to take up their abode on the streets and places they found vacant and scrounge a living.

Against this backdrop the need to create, develop and help sustain primary/alternative sources of employment and income was given major thrust during this decade of service.

Additionally, there was also a need to revitalise and rejuvenate the traditional skills and crafts to increase the income of artisans. Lack of capital, consumption of capital during lean periods, exploitation by middlemen and money lenders, ravages by nature, scarcity of raw-materials, competitive markets and so on are among the reasons that account for the present situation.

Land fragmentation and monocropping has reduced agriculture, once a primary source of income, to a non-viable and non-sustaining means of livelihood for a large number of the target groups. Therefore, under these circumstances, cot-



tage industries and crafts which once represented a secondary source of income, assume much greater importance.

With this realisation, members of the target population are gradually coming forward to try their hand at new avenues of income generation and are also making efforts to re-learn some of the now-forgotten traditional skills and crafts.

The type of economic measures the people were encouraged to adopt varied from people to people and place to place. The checklist normally followed to ascertain the viability of an income generation scheme consisted of five of the essential elements—marketing, incentive, supplies, technology and transport.

Many of the members of the 20,000 resettled families who were primarily dependent on day labour from the agricultural sector were given training in various skills. Thereafter, conditions were created for commencing either individual self-help or collective activities which were influenced by the type of skill in which the people were trained and the market demand and capacity of the people to cope up with the demand. Initial assistance in the form of inputs such as raw-material, equipments etc., were arranged in coordination with the rural banks and/or various government programmes. The type of activities undertaken by the families included shell lime and shell grit collection and manufacture, weaving, tailoring, livestock development, pisciculture, handicrafts, petty business and so on.



Revitalizing traditional skills

The problem of employment among the resettlers in Calcutta and the inhabitants of squatters

colonies of Calcutta where extension services have been provided, was also reduced by giving voca-



V.T.C.'s impart and help develop skills for earning a livelihood



Rehabilitated blacksmith at work

tional training to those who had an aptitude for this. Thereafter, the trained men and women along with the inhabitants who have had skills but lacked initial support in the form of raw-material and capital were jointly supported by the urban banks, local organisations, manufacturers of raw-materials and wholesale dealers. The LWS India played primarily a catalytic role in establishing contacts between the people and the agencies under reference and generated resources locally.

Small and marginal farmers and village artisans who had income from other sources, were encouraged to earn subsidiary income in a similar manner, in other areas of operation.

Apart from the income generation schemes undertaken by the people individually or jointly, a large number of community societies/committees also undertook projects to build up community funds.

Since inception, nearly 13,000 families were reached with various economic measures undertaken in the development programme areas as can be seen from the Table. Out of this, nearly 25,000 families were covered with more than two activities. The result of the measures thus adopted enabled LWS India to withdraw its programmes from the North Bengal region where 7,900 families were resettled. Similarly, it was possible for LWS India to withdraw its programme from 28 settlements in Murshidabad with a population of 2,700 families out of 3,735 families rehoused in 52 settlements.



Rope-making

PHYSICAL ACHIEVEMENTS AT A GLANCE

DEVELOPMENT PROGRAMME :

(OTHER) ECONOMIC MEASURES : 1975—1984

Area	Families covered
Burdwan—Jangal Mahal	577
Calcutta	1,717
Mayurbhanj	117
Murshidabad	3,700
North Bengal	3,841
Purulia – Ajodhya Hills	917
– Bandwan	191
Ranchi	1,594
Sunderbans	165
Total	12,819



Catering to the health needs of the community

HEALTH

"Primary Health Care includes at least education concerning prevailing health problems and the methods of preventing and controlling them, promotion of food supply and proper nutrition, an adequate supply of safe water and basic sanitation, maternal and child health care including family planning, immunization against major infectious diseases, prevention and control of locally endemic diseases, appropriate treatment of common diseases and injuries, and provision of essential drugs"—Excerpt from the report of International Conference on Primary Health Care Alma-Ata, 1978.

1978 was a significant year for Primary Health Workers the world over because the Alma-Ata declaration laid down the guidelines and objectives of Primary Health Care. The year was of special importance to LWS India too. While global strategy for health care was being formulated at Alma-Ata, closer home, consultants and evaluators were taking a second look at the health policies of LWS India. After their visit to the health projects, the team comprising of Drs. (the late) Helen Gideon, James McGilvray and Martin Scheel recommended a new set of goals for the health projects.

Health services have been an integral part of the programme from 1975. The period 1975-78 saw the setting up of clinics in several areas of Calcutta and the rest of West Bengal. Manned by full time doctors as well as part timers, these clinics provided basic curative care—temporary alleviation to the people. Their very structure prevented them from taking a deeper look at the root causes of their chronic health problems. The concept of Community Health Care was an uncharted territory for most.

The concept of Community Health, when introduced in 1978 was, at first, bewildering. People's role in matters of health and disease was difficult to visualise. Community Health Workers were unheard of. The felt-need was curative care and it was being provided. But the seed sown in 1978 sprouted, grew and took root slowly. By 1982, a few successful Community Health Projects were established, however, it was not before 1984 that the final but important component of Primary Health Care was introduced—immunization against polio, tuberculosis and measles.

The pillars of the Community

Health Programme are the community health workers. In almost all the communities in which LWS India is working, the people have selected community health workers and trained them. Many have received formal institutional training while others have been given informal on-the-job training. The Community Health Workers wherever they are, have the capability to provide basic health care to the people. They have key roles to play in all the three areas of community health—preventive, promotive and curative services.

Support to the Community Health Workers vary from place to place. The socio-economic structure prevents the community from fully supporting their community health workers. The landless agricultural labourers who remain unemployed after seasons, the village artisans who do not have assured source of income and the pavement dwellers who are not sure of their daily bread, cannot be expected to fully support the health workers. The resources needed are just non-existent.

To begin with, it was difficult to visualise a Primary Health Care

programme without a Doctor. A Doctor as the corner stone of primary health care structure was the established concept. Against this established belief, LWS India's attempt to conduct health programmes without a doctor was a pioneering concept. There were initial setbacks but it can be said now that the risk was worth taking. The health team at Bandwan is led by a non-professional with some medical training and the programme is running well. The virtue of non-professional leadership of the health programme secured better integration of the programme with other sectors of development. In Bijatola area of Project WHAT in Mayurbhanj, a non-professional with training in health work is the team leader.

Building awareness and preparing the communities to meet their own primary health needs are the health programme's overall objectives. Before health projects were initiated in the late 70's in the LWS India ongoing project areas, many of the target people had never seen a doctor. Superstition and ignorance confounded matters. Diseases were considered as demonic influences and people claiming divine powers were approached for treatment. The situation has changed since then through intensive health education. The tribal women of Jangal Mahal who used to flee at the sight of the health workers now walk in casually to receive treatment. Once scared of injections, the people now regularly attend Mother & Child health clinics to receive anti-tetanus injections and other immunizations. Mothers who believed that regular weighing of children retarded growth and led to loss of weight, now regularly attend under-five clinics to have the children checked. Family wel-

fare (family planning) was a taboo subject. Now men and women alike discuss various measures to be adopted with the health workers without any reservation and adopt suitable methods.

People's participation and interest in the health programme are positive, encouraging and gradually increasing. Such supports and participation vary from community to community and area to area. In Ultadanga, Kamardanga and Dhapa resettlement areas of Calcutta Programme, people have provided accommodation for the health centres. Homes, schools or club rooms have been provided to house the health centres. They have also taken the responsibility for the security of the premises. In Dhapa extension area, meaningful monetary support is also provided to the community health workers. In Bandwan villages of Project WHAT, the participation has been in the form of provision of accommodation for a Balwadi (child care centre). In addition, the local mothers by turn look after the children in the Balwadi, cook their food from the items locally contributed. In Murshidabad programme area, the picture is equally encouraging. Villagers pay for the curative services provided. In almost all the project areas, people make voluntary monetary contribution against the medicines provided.

1984 was an eventful year. There was a Statewide outbreak of bacillary dysentery caused by shigella. All the resources required were mobilised and the LWS' health work could prevent a large number of fatalities among the target population. In addition to fighting the epidemic in the LWS development project areas, the health department

of LWS also participated with other voluntary organisations to fight the disease elsewhere.

Beginning 1984 the LWS India withdrew its health activities from several resettlements in Murshidabad and commenced working in the adjoining villages where development programmes were initiated with a view to integrating the new settlers with the old settlers. In one of the old settlements, a fatal disease called Kala-azar was detected. Several in the village had died and many others were suffering but the people were apathetic to the condition and did not know where to go for treatment. The health team observed the stricken people for a while and provisionally diagnosed the disease as Kala-azar. The School of Tropical Medicine, Calcutta, was approached who sent a team to the affected villages and confirmed the diagnosis. Treatment of patients was soon started and almost all the identified cases have been cured. This resulted in two positive changes among the villagers—the peoples' confidence in the programme increased along with their desire for participation in the health project. They further realised that the diseases are curable.

As part of health education, emphasis has all along been given to motivating the people to adopt sanitary health habits. Personal hygiene and environmental sanitation including construction and adoption of sanitary latrines were given priority. In collaboration with UNICEF, a training programme was arranged for the representative groups of the resettled families in Murshidabad on these subjects which also included construction of sanitary latrines and smokeless ovens.



Health worker administering polio-vaccine. Immunization is an integral part of community health care.

Over the years, the trend of the health programme has changed from mere curative services to a comprehensive programme of preventive, promotive and curative care. Many communities in the operational areas have been able to meet their primary health needs with the help of community health workers who have been continuing the service in the absence of direct support from the LWS India.

At times of emergencies such as

floods and cyclones, the LWS India rendered timely assistance with medical aid. Most often, natural calamities apart from rendering thousands of families, homeless, create major health hazards such as cholera, typhoid, diarrhoea, dysentery etc., in epidemic forms. Curative and preventive services therefore, become part of the immediate emergency activities of the LWS India when the victims of natural calamities are immunized against infectious diseases

and curative services are provided in all cases. This operation is undertaken in close consultation with the local Governments and other voluntary agencies involved in emergency relief measures in a given area. The value of medical assistance rendered by the LWS India during the decade of service works out to approximately Rs. 1.9 million.

PHYSICAL ACHIEVEMENTS AT A GLANCE

DEVELOPMENT PROGRAMMES :

GENERAL COMMUNITY HEALTH SERVICES : 1974—1984

Activities	Purulia	Murshidabad/ Nadia	Burdwan	Calcutta	North Bengal	Sunderbans	Mayurbhanj	Total
Immunization	10,180	7,514	2,716	9,340	583	603	150	31,086
Nutrition Supplements	7,567	17,549	11,859	13,923	1,456	230	2,609	55,193
Health Education	639	3,529	1,139	4,191	83	133	34	9,748
Home Visits	8,393	27,405	9,443	23,413	535	2,021	176	71,386
Care of Under-fives	2,674	11,809	2,092	12,986	701	528	168	30,958
Others	41	219	22	225	1	84	—	592
Total	29,494	68,025	27,271	64,078	3,359	3,599	3,137	198,963

DEVELOPMENT PROGRAMMES :

SANITARY LATRINES: 1974—1984

Area	Unit
Calcutta	818
Murshidabad/Nadia	659
North Bengal	246
Sunderbans	200
Total	1,923

EMERGENCY PROGRAMME :

MEDICAL ASSISTANCE: 1974—1984

(Value in Rupees)

State	Value of Assistance
Andhra Pradesh	180,000
Bihar	122,500
Orissa	235,443
West Bengal	1,362,045
Total	1,899,988



EDUCATION AND TRAINING

Education and Training as tools for development, are frequently underplayed despite their professed importance. The need for developing professional and systematic approach in promoting self-confidence increasing awareness, improving knowledge and skills and creating conditions for positive attitudinal changes have become an ever increasing need in order to ensure fulfilment of LWS India's focus on assisting the target groups

to build-up individual and collective self-reliance.

The weaker sections of society with whom the LWS India works, most often become vulnerable to forces that are outside their control and become prey to exploitation. The high percentage of technical and non-technical illiteracy rate, lack of awareness, self-confidence as well as their limited purchasing power retard their growth in self-reliance.

Education and Training are therefore, given utmost importance in the programmes of LWS India. Formal and Non-formal as well as Informal education, Training, Workshops and Seminars (TWS) and use of print, supportive and audio-visual media are adopted to enhance the process of effective communication and decision making.

In the field of formal education, the LWS India is involved in imparting primary education in Calcutta to the most under-privileged population of the city—the boys and girls of the slum and pavement dwellers, through the two multi-purpose centres, which have been established in Entally and Ultadanga. Non-formal education is imparted to the boys and girls of the pavement/canal embankment dwellers of Calcutta by a local institution with the schools situated on the pavements/canal embankments and supported by the LWS India. Non-formal education centres are in operation in all the rural development programme areas not only to impart 3 R's but also to promote awareness, create self-confidence and develop positive attitudinal changes.

Promotion of people's awareness and improvement of their knowledge and skills for active involvement and participation in the programmes are pertinent to fulfilling the aims and objectives. This being so, it calls for an effective system of education and communication. In furtherance of this goal, development communication is gradually being built up with appropriate tools and technology by encouraging increased use of audio-visual media for supplementing the non-formal education system. The



video centre which was established in May 1983, for providing complementary support in the area of information, education, training and entertainment, is showing signs of establishing effective two-way communication. The supportive media has also played a vital role in educating the staff members and the target groups. Traditional media like role-play, puppetry, drama, mime, flash cards, posters etc., have not only helped people to identify the problems and find suitable avenues to overcome the problems but has also created a conducive environment for learning.

Supportive media apart from providing the people relief from the fatigue of a hard day's work has also created conditions to think afresh, analyse, interpret and put their ideas into action. A series of entertainment and education programmes were undertaken on various socio-economic problems. Presentation, interaction and feedback, have given ample evidence on the meaningful work of the supportive media. Posters, charts, flash cards, half-yearly journal entitled "Partnership in Progress" in English and a quarterly Bengali magazine "ALO" (Light of Know-

ledge) have formed part of the print media network.

Various kinds of training, workshops and seminars, both technical and non-technical in nature have been arranged both within the programme areas and through outside institutions. Planning for TWS is based on the stated problems of a programme area and upon identification of the TWS needs, suitable programmes are planned and implemented.

In all the project areas, many of the children who have attained the

age of schooling have been deprived of primary education owing to lack of infrastructure. In many areas, the recognised schools are conducted in the open air. Most often classes are not conducted owing to hot summer months, cold winter days and heavy rainfall. In order to overcome this problem, the LWS India has assisted local schools both at times of emergencies and under normal development programmes, by constructing schools for utilisation as multi-purpose centres.

The role and functions of the non-formal education centres, the TWS and the media centre are interlinked and depend on how effectively these three sections complement and supplement each division's endeavours in improving communication. Over the years, the major thrust has therefore been in adopting suitable methods to integrate the services of the three sections and work towards improving the vertical and horizontal communication within LWS India structure and between the people being assisted and LWS (India).

Development Communication is a continuous process of orientation and education with ongoing emphasis on creating conditions for effective communication. "Development Communication" has increased in scope and importance as it has evolved over the years. It is a very complex process operating in the prevailing socioeconomic environment. A balanced, pragmatic interpretation and application calls for a high degree of motivation, dedication, sympathy, understanding and identification with the people, their needs and aspirations. The various means and methods being adopted by the LWS India aim at developing communication as a two-way traffic.



PHYSICAL ACHIEVEMENTS AT A GLANCE

DEVELOPMENT PROGRAMME : 1975—1984

1. ADULT LITERACY :

Year	No. of literacy centres			No. of Neo-literates		
	Men	Women	Total	Men	Women	Total
1976	48	35	83	268	108	376
1977	176	182	358	1,255	865	2,120
1978	186	116	302	1,047	1,124	2,171
1979	210	118	328	1,439	1,108	2,547
1980	337	197	534	4,153	2,490	6,643
1981	254	103	357	2,671	1,251	3,922
1982	105	47	152	1,194	665	1,859
1983	125	65	190*	1,194	766	1,960
1984	143	74	217	1,015	562	1,577
Total				14,236	8,939	23,121

* In addition 4 combined centres were in operation.

2. NON-FORMAL EDUCATION:

(Pavement School—Calcutta)

Year	No. of Schools	No. received elementary education
1976	6	236
1977	12	785
1978	17	800
1979	22	1,000
1980	26	1,400
1981	27	1,400
1982	29	1,569
1983	28	1,183
1984	29	1,400
Total		9,773

3. PRIMARY EDUCATION—CALCUTTA :

	Entally	Ultadanga	Salt Lake	Total
Roll strength	1,724	1,899	273	3,896
Successful students	1,172	1,509	217	2,898

4. SCHOOL CONSTRUCTION:

Area	Number of Schools
Burdwan	38
Calcutta	4
Murshidabad	39
North Bengal	84
Purulia	15
Ranchi	24
Sunderbans	2
Total	206

PHYSICAL ACHIEVEMENTS AT A GLANCE

5. TRAINING, WORKSHOP & SEMINARS

Arranged by Development Communication Unit

Year	No. of Participants			Total
	Staff	People	Others	
1979	113	55	18	186
1980	229	92	98	419
1981	106	151	—	257
1982	99	84	124	307
1983	149	191	—	340
1984	120	408	4	532
Total	816	981	244	2,041

TRAINING, WORKSHOP & SEMINARS

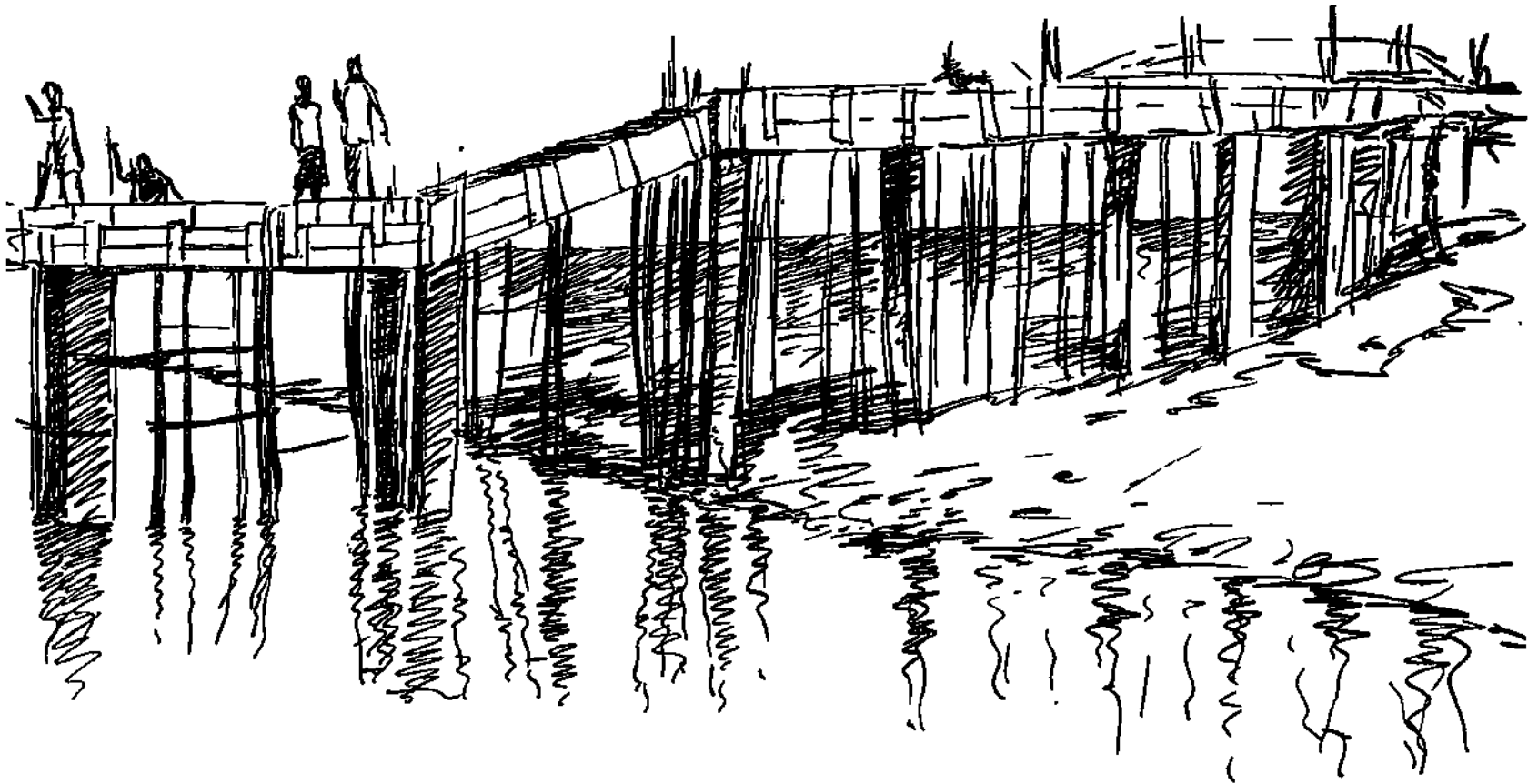
Arranged by respective programmes

Area	Number Trained
Burdwan	895
Calcutta	1,465
Murshidabad	95
North Bengal	305
Purulia	492
Ranchi	30
Santal Parganas	780
Sunderbans	305
Total	4,367

EMERGENCY & REHABILITATION UNIT : 1974—1984

6. SCHOOL CONSTRUCTION :

Area	No. of Schools
West Bengal	214
Orissa	60
Total	274



OTHER ACTIVITIES

Most of the activities undertaken in the field of development broadly fall under six disciplines as can be seen from the earlier sections. Other infrastructural activities are also undertaken as required. As can be seen from the Table given above, approach roads to the extent of 90 kms in length were created by the people under Food For Work Projects mainly in the areas where people were rehoused on land given by the Government for the Resettlement Programme. In addition, when the Programme was initiated in Ajodhya Hills area of Purulia District, most of the villagers had no road communication at all. Utilizing the stones available within the hill region and under Food For Work, all the villages were linked up. The road communication thus created enhanced the mobility of the people and the marketing outlets fell within their easy reach. Construction of multi-purpose centres, youth clubs, women's co-operative and vocational training

centres formed major parts of other infrastructural activities.

A 3.15 kms stretch of protective embankment around the Binodpur colony in Sunderban region where 165 families were resettled not only protected the resettled families from floods and tides but also other villages in the same vicinity. A concrete jetty which was constructed for the people of this region facilitated safe and secure anchoring of the boats and increased safety of the inhabitants while alighting and boarding the boats.

The LWS India partook in various emergency relief operations such as floods, cyclones and drought in five States of India as shown earlier. Nearly 1 million people were given timely assistance particularly at times of floods and cyclones in the form of clothes, blankets and utensils. Immediate relief operations

during natural calamities also included nutrition programmes for the mothers and children. With the availability of milkpowder, emergency rations and other imported cereals, a large number of flood victims in three States of India were assisted during the decade of service. Post relief operations played a vital role not only in rehabilitating the victims of natural calamities but also in rekindling their hopes when their lost homes were rebuilt. Food/Cash For Work projects were therefore, undertaken in these circumstances. These projects being labour intensive in nature, created immediate employment opportunities for the victims and facilitated the creation of permanent infrastructures such as roads and tanks/dams etc. During the decade of emergency relief and rehabilitation operations, a large number of irrigation tanks and roads were created through utilisation of wheat/rice and cash for 3.4 million mandays.

DEVELOPMENT PROGRAMME :**INFRASTRUCTURES:**

Type	Unit
Wheat grinding centre	1
Consumer Stores	2
Oil expeller	1
Community Centre	32
Youth Centre	4
Women's Cooperative	1
Cooperative Society	1
Vocational Training Centre	2
Market shed	4
Leprosy clinic	1
Approach road (in Kms)	90
Embankment (in Kms)	3
Sluice gate	1
Jetty	1

EMERGENCY & REHABILITATION PROGRAMME :**1. FAMILY ASSISTANCE:
(Clothes/Blankets/Utensils)**

Area	No. distributed
Andhra Pradesh	74,853
Bihar	166,761
Orissa	164,718
Tamil Nadu	14,000
West Bengal	533,280
Total	<u>953,612</u>

**2. NUTRITION PROGRAMME:
(Milk/Emergency Rations, etc.)**

Area	Distribution in M.T.
Bihar	174
Orissa	308
West Bengal	3,048
Total	<u>3,530</u>

3. FOOD/CASH FOR WORK:

Wheat/Rice utilisation	9,370 M.T.
Cash (in Rupees)	506,550

AS WE GROW...

Lutheran World Service in India operates within the framework of Central and State Governments' plans and policies in the States of West Bengal and Orissa in eastern India. In the context of all India development progress, these two States are faced with a number of problems. Natural calamities, such as floods and drought often inhibit growth. In addition, due to the State Governments' limited revenues, the natural resources have not been tapped significantly. Furthermore, both these States lack adequate infrastructure facilities. West Bengal's situation has been aggravated with the continuing presence of refugees from former East Pakistan (now Bangladesh).

LWS India, along the lines of World Service Programme's criteria, attempts to assist the weakest sections of the population in specific areas. The groups can be categorised as the landless and/or homeless, agricultural labourers, artisans, small and marginal farmers. Stated in another way, the projects cater to the needs of tribal groups, Scheduled Castes, people from the "lower" segments of the social structure, and refugees as well as pavement dwellers and inhabitants of squatters' colonies of Calcutta. The development activities of the LWS India annually cover approximately 150,000 people.

The Lutheran World Federation first began to operate in the District of Cooch Behar in North Bengal in the 1960s in collaboration with

the Bengal Refugee Service which later on came to be known as the Cooch Behar Refugee Service.

The Lutheran World Service became operational in India in the year 1974, when a famine emergency programme was initiated in the North Bengal Districts. Beginning in 1975, LWS India entered the field of development work when an integrated development programme was started in Bhatar Block of Burdwan District. Since then, owing to the needs in several other areas of West Bengal, Bihar and Orissa, various kinds of development activities as listed below were taken up with the ultimate goal of enabling the communities to progress towards individual and collective self-reliance :—

- emergency relief and rehabilitation activities in areas of endemic need,
- a housing resettlement programme for landless and/or homeless agricultural labourers of Scheduled Castes, Tribes and refugees,
- integrated area development programmes among tribals, Scheduled Castes and refugees,
- a resettlement and development programme for the pavement dwellers of Calcutta,
- the emergence of a Water, Health and Agriculture Trident Project from a mobile Water Resources Project.

During this decade of service, the development programme has undergone a considerable change of emphasis:

- the initial phases of work when entering a new area used to be relief-oriented with gradual change over to development activities,
- emphasis on achievement of physical targets was gradually shifted to the methods adopted in achieving such targets,
- the term "participatory development" has been progressively translated into more meaningful forms and actions since 1979,
- the importance of integrated team work within and between programmes for integration of services has been given prominence since 1981,
- finally, in 1983, the emergence of Water, Health & Agriculture Trident Project from the former mobile Water Resources Project gave an opportunity to LWS India to experiment with and strengthen a consultative/analytical approach right from the planning stage of operation.

Such gradual and positive changes experienced by LWS India resulted in efforts to periodically assess and evaluate the projects. Consequently planned withdrawal from certain areas of operation upon fulfilment of stated objectives and/or upon finding other institutions to take



over and continue the programmes was made possible: e.g.,

- The Agricultural Integrated Development Programme in Santal Parganas was initially guided and assisted in planning and implementation by the Lutheran World Service (India). Since early 80's, the Northern Evangelical Lutheran Churches have taken over the operational responsibilities for the programme.
- On February 14, 1981, the Programme in Bhatar Block of Burdwan District was handed over to the Zilla Parishad (District level self-Government Body elected by the people) for continuation.
- On April 1, 1981, the programme in Ranchi was handed over to the Gossner Evangelical Lutheran Churches for continuation.

- On April 1, 1982, by arrangement with the State Government, the projects in Ajodhya Hills and Balarampur areas of Purulia District were handed over to the West Bengal Comprehensive Area Development Corporation with the exception of the Health Programme which was handed over to the Health Department of the State Government for continuation.

- On July 1, 1984, LWS India withdrew its operations from the five Districts of North Bengal after having worked in the region for nearly 10 years.

- By the end of 1984, the LWS India ended its activities in the Binodpur colony of Sunderbans where 165 families have been resettled. Plans are underway to formally handover the pro-

gramme by early 1985. A Co-operative Society established by the people under the guidance and supervision of the Government is expected to continue the activities with the support of the Government, rural banks and the Panchayat.

Consequent to withdrawal from the areas stated earlier, geographically LWS India's operational areas have been reduced significantly, giving time and opportunity to further develop methods of work in areas of concentration, leading to greater participation by the communities and the determination of methods of optimum effectiveness for better integration of the services.

The LWS India focuses on collective group action. Each community has formed its own formal or informal committee which meets

regularly to review the programme planning and performance in relation to their needs. Mutually agreed upon terms are established to build up community resources both material and monetary. Project staff participated in such meetings whenever needed. In some of the programme areas, apart from committees at the village level, organisational structures of the people have emerged with the formation of zonal and programme level committees as well. In many of the programme areas, coordination Bodies have been established with representatives from LWS programmes, the Government, the Panchayats and others.

The process of involving the people in decision making in terms of planning, implementation and monitoring is an ongoing challenge to LWS India. Related to this aspect is the evolvement of suitable community structures and strengthening their role in planning and management of the programmes including building up of community funds and recycling of funds.

PREM CELL

The LWS India development projects were first evaluated by an international team in April/May, 1978. One of the recommendations was: "the LWS India should build up a small PREM (Planning, Research, Evaluation and Monitoring) Unit. This unit should assist each of the field projects in building up a capacity to plan their own programmes and evaluate or monitor progress...." The PREM Cell was therefore officially constituted on May 28, 1979. The members of the PREM Cell, with the exception of the Member Secretary, who is the Programme Secretary of LWS India, are outside

experts and provide 30 days a year to advise the LWS India programme on planning—research—evaluation and monitoring of its activities. Initially, the PREM Cell focussed on evaluating individual programmes as an external Body in greater or lesser depth and tried to make practical recommendations to the Director and management of LWS India. These recommendations were given serious consideration and changes where practicable, were brought about. In 1982, a strategy of truly involving senior staff of the programme in the evaluation resulted in better implementation of the recommendations. From 1984, with the advice and consent of LWS India management, a process of involving the target groups in planning, implementation, monitoring and evaluation of their own projects has been initiated by a series of trainings and workshops. PREM Cell members are therefore, playing progressively an internal consultancy role in the LWS' activities and are changing their position from only an external evaluating Body. Thus, the PREM activities have changed to inculcating systematic participatory approach of the poorest sections in the process of planning, implementing, monitoring and evaluating their own projects.

INVOLVEMENT IN EMERGENCIES

The famine emergency in Patna, Vaishali and Begusarai Districts of Bihar, the worst cyclone in living memory in Andhra Pradesh, the deluge of the century in West Bengal, the unprecedented drought conditions throughout the country and the triple calamity in Orissa were some of the emergency situations when the LWS India stretched out a helping hand to save thousands

of human lives from despair to hope by undertaking timely relief and rehabilitation measures.

1974 : Famine Emergency—Cooch Behar District in North Bengal was prone to refugee influx. Although the 10 million refugees crossed over to West Bengal from the former East Pakistan (now Bangladesh) in 1971-72, most of them had returned to Bangladesh by December, 1973. However, the District faced acute food shortage and the situation was aggravated by the simultaneous drought and floods which affected the whole of North Bengal region. Stark poverty was prevalent in the District which caused famine conditions in the area. The LWS had plans to become operational in India from 1975; however, owing to the emergency situation that prevailed in 1974 in North Bengal, it was decided to initiate LWS operations in India and a famine emergency relief and rehabilitation programme was started. The LWS India mobilised its resources and implemented a nutrition programme, provided clothes and blankets, established temporary field hospitals, and operated gruel kitchens where necessary. These immediate relief measures were followed by rehabilitation activities which included housing aid for reconstruction of the houses lost by the people, agriculture assistance, water supplies etc.

1975 : was equally a bad year for both West Bengal and Bihar. Floods and drought were again the recurring phenomenon of the regions. Jangipur sub-division in West Bengal and Patna and Vaishali in Bihar were severely hit by floods whereas Purulia and Bankura Districts of West Bengal reeled under severe drought. At the request of the State Governments, the LWS

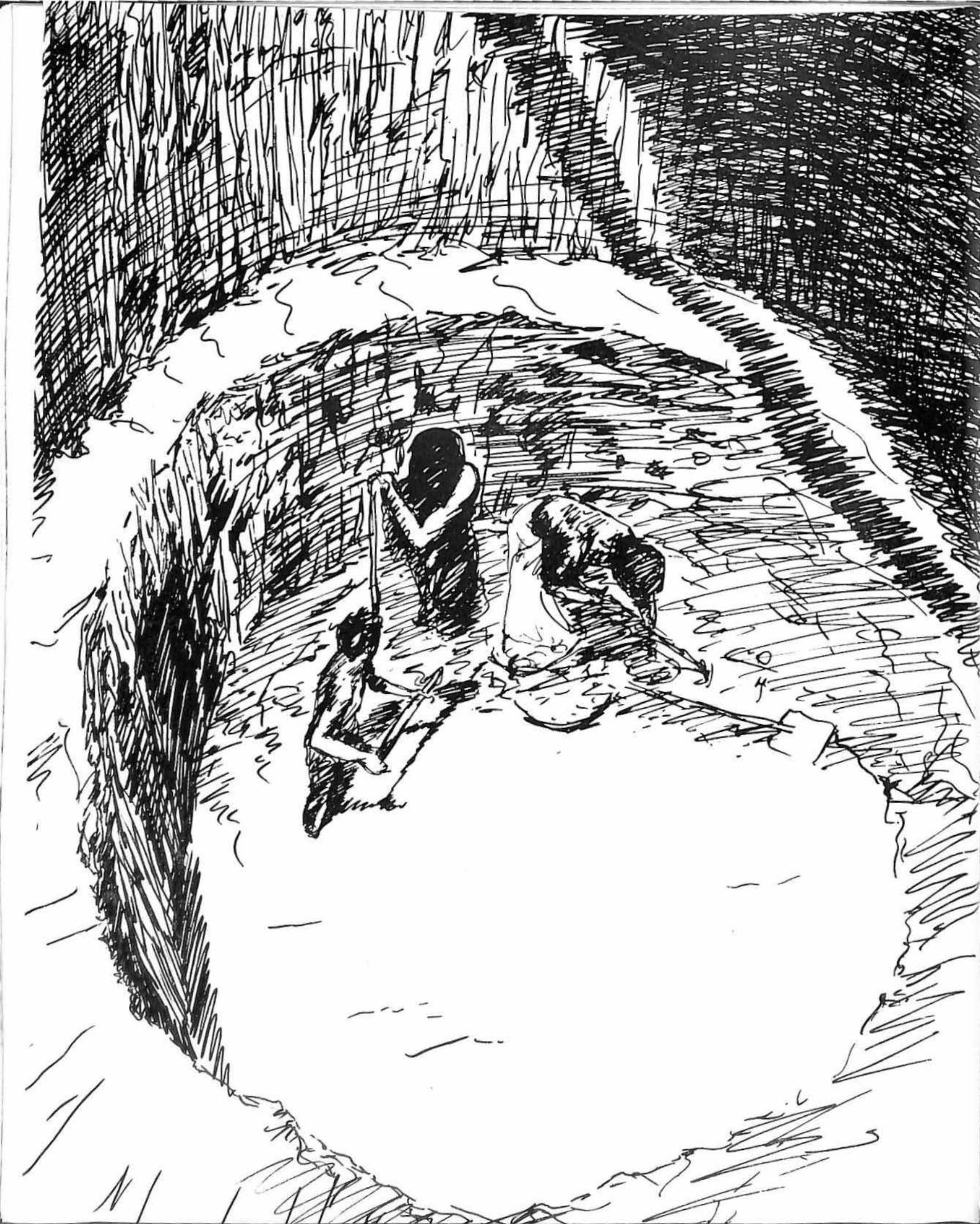


India, at a very short notice initiated relief and rehabilitation programmes in collaboration and cooperation with the local Governments. Nutrition programme, medical aid, provision of clothing and blankets, sinking of tubewells for safe drinking water and construction of houses, were the pattern of relief and rehabilitation measures adopted. Food For Work projects were also undertaken in drought prone areas as well as in flood affected areas.

1976 : Disaster struck in 1976 again in Bihar. The suburbs of Patna and 16 other Districts of Bihar were inundated, with com-

plete dislocation of communication. Over 8 million people were affected, 1.2 million sq. miles with 1.5 million hectares of standing paddy crops were damaged. LWS India in response to the request of the State Government, started flood relief operations in Begusarai District. Massive relief programmes continued for more than three months. When the flood waters receded, Food For Work projects were taken up not only to provide immediate employment but also to create permanent assets in the form of flood protection embankments to prevent certain areas from future floods. One such project which was under-

taken was a flood control scheme of 24 kms. in length. This embankment was constructed parallel to the river Ganges in order to protect the people from future floods. It ran through the entire length of three blocks, being 10' high and 18' wide and it served the purpose of an embankment as well as as a road. The Government of Bihar assured the LWS India that the embankment would be properly maintained for the future. This project was one of the many landmarks left behind in Bihar by the LWS.



1977 : Worst cyclone in living memory—South India was hit by two cyclones and a severe tidal wave in November, 1977. The State and Central Governments and voluntary agencies were confronted with emergency relief and rehabilitation tasks of an unprecedented magnitude. The first cyclone struck Tamil Nadu on 12th November whereas the second one devastated large areas in the State of Andhra Pradesh on November 19th and was reported to have been the worst cyclone ever experienced since 1864. More than 15,000 people lost their lives and properties such as houses, school buildings, Churches, Government institutions, were destroyed. In Guntur District alone, over 100,000 people became homeless. It was under these tragic circumstances, the LWS India at the request of the Lutheran Churches in the South (UELCI) and in consultation with the Lutheran World Federation/World Service, Geneva, started emergency relief operations in Guntur District. Approximately 20,000 families were covered by the relief operations. The activities included provision of clothing, blankets, utensils, medical aid, housing aid and water supplies. The relief operation was jointly conducted by the LWS India, Andhra Evangelical Lutheran Churches and Mennonite Central Committee.

1978 : Floods of the century—The year 1978 will be known throughout India as the year of floods. The entire Ganga river basin was flooded at one point or another during heavy rainfall. West Bengal experienced floods on three occasions, the last one being on September 26, 1978 which was reported to be the worst of its kind in 110 years. For almost ten days, communication from Calcutta to the Districts as well as to the outside

world was cut off. 12 of the 16 Districts of West Bengal were flooded, 8 of them extensively. Nearly 20—22 million people were affected. The 1978 floods caused deaths, destruction and widespread devastation. The LWS India extended a helping hand to the Government by undertaking emergency relief measures right from the date the State was flooded. The operation continued till December in ten of the affected Districts. Plans for rehabilitation were simultaneously worked out in accordance with the Government's overall framework and the needs of the people. Beginning the next year, flood rehabilitation programmes were undertaken in five Districts. Housing aid, permanent housing, tubewells, medical assistance, agricultural assistance, Food For Work projects, nutrition programmes, school reconstruction and repairs, family assistance and self-help projects were undertaken. The rehabilitation projects were completed on schedule by December, 1979. The entire operation was carried out by the Emergency & Rehabilitation Unit of the LWS India. During the peak working period, there were as many as 450 people rendering services sometimes day and night.

1980: Drought in 11 States—While was a year of massive floods, 1980 could be termed as an year of severe drought in 11 States in India. Over 220 million people were affected. The Central Government drew out plans through the State Governments to combat the drought at a cost of US \$ 196 million. The voluntary agencies were invited to participate. The LWS India confined its drought relief operations to West Bengal and Orissa States. In two of the Districts of West Bengal nearly 3.2 million people were affected and were living on a meagre survival diet. Thirteen

Districts with an estimated population of 12 million people were hit by drought in Orissa. LWS India initiated drought emergency operations in two blocks of Mayurbhanj District.

The State of Orissa was also hit by severe floods in the same year. Food packets had to be air-dropped to sustain thousands of marooned people. At the request of the State Government, flood relief and rehabilitation operations were initiated in two of the areas.

1981 : Cleaning of Tanks in Sunderbans—Cyclone hit the Sunderbans region in December, 1981 and the LWS India was requested by the State Government to join in relief and rehabilitation operations. Besides undertaking normal relief and rehabilitation activities, the LWS India undertook a unique cleaning operation of tanks polluted with saline water. It was a colossal task for the community especially for the small householders or marginal farmers to drain out the saline water from their tanks. Diesel pump sets and cost of drainage were beyond their means. Against this backdrop, the LWS India with the participation of local Government and the people cleaned 2,042 tanks.

1982 : The triple calamity—A devastating cyclone early in June, 1982 affected over 8 million people in Orissa. When the people were gradually limping back to normality from the damages of cyclone, unprecedented floods struck the State by the end of August and early September. Both the cyclone and floods hit the same region, affecting nearly 8 million. Following the floods, a severe drought was prevailing over the entire State. The triple calamity one after the other within a period of four months

almost crippled the economy of the State. Under these circumstances, emergency relief and rehabilitation measures were undertaken in collaboration with the State Government in 9 blocks of Cuttack District.

From the earlier accounts of some of the major natural calamities, in which the LWS India had partaken can be seen that the eastern region of India in particular, is prone to natural calamities of various types. The economy of the weaker sections, particularly in West Bengal and Orissa States where time and again the LWS India has been involved in emergency operations, is further dampened by the vulnerability of the poor people at times of crisis, to outside forces beyond their control. Involvement in such operations by the voluntary agencies like LWS India not only alleviated the problems of the people, but brought back hope to their lives.

The LWS India at times of emergencies, works in close cooperation and collaboration with the victims of natural calamities, voluntary agencies and the State Governments. Participation of all the agencies concerned including the target groups in terms of human and material resources, is sought. The State Governments have given due recognition to the LWS India for its timely involvement in emergencies and provided necessary Government clearance for releasing of emergency stocks from the Customs etc., and by allocating land for rehousing and providing material assistance to construct houses. At times of emergencies, the LWS India associates itself with the local Churches, indigenous, national or international voluntary agencies that are working in the area. The Andhra Evangelical Lutheran

Church, Tamil Nadu Evangelical Lutheran Church, North-East India Lutheran Churches, United Evangelical Lutheran Churches of India and the Church of North India as well as the Roman Catholic Churches are some of the churches with which the LWS India has direct contacts, cooperation and fellowship. Among the voluntary agencies, the LWS India appreciates the help and cooperation rendered by Bharat Sevashram Sangh, Mennonite Central Committee, OXFAM, Cathedral Relief Service and the Missionaries of Charity.

FINANCE AND MATERIAL MANAGEMENT

During the first couple of years of operation in India, a simple accounting system was followed by the LWS India. Thereafter when the LWS India expanded its activities in the field of development to many parts of the eastern region, the system and procedures for finance and material management were gradually streamlined. As a result, suitable management practices emerged for better monitoring and control of funds and materials.

The accounts and stores of the organisation were periodically audited by an independent auditing firm. In addition to auditing the books of accounts and stores, the auditors visited the field programme areas frequently for spot verification and to check the method of maintenance of accounts and stores in the field offices. The LWS India, with the appointment of an internal auditor in the year 1980, established a system for internal auditing of accounts and stores.

Various monitoring and control devices thus adopted have, over the years, helped the organisation to improve qualitatively the finance and material management.

A review of the quantum of funds utilised during the decade of service indicates that the overall expenditure has usually been influenced by the involvement of the LWS India in a given area in emergency operations. Out of the 35 million US Dollars utilised from 1974 to 1984, the Development Programme's share accounts for 61.5 percent with the remainder having been utilised for Emergency Relief & Rehabilitation Programme. In addition, during the period under review donated commodities to the value of 8.5 million Dollars was administered by the LWS India (refer Charts).

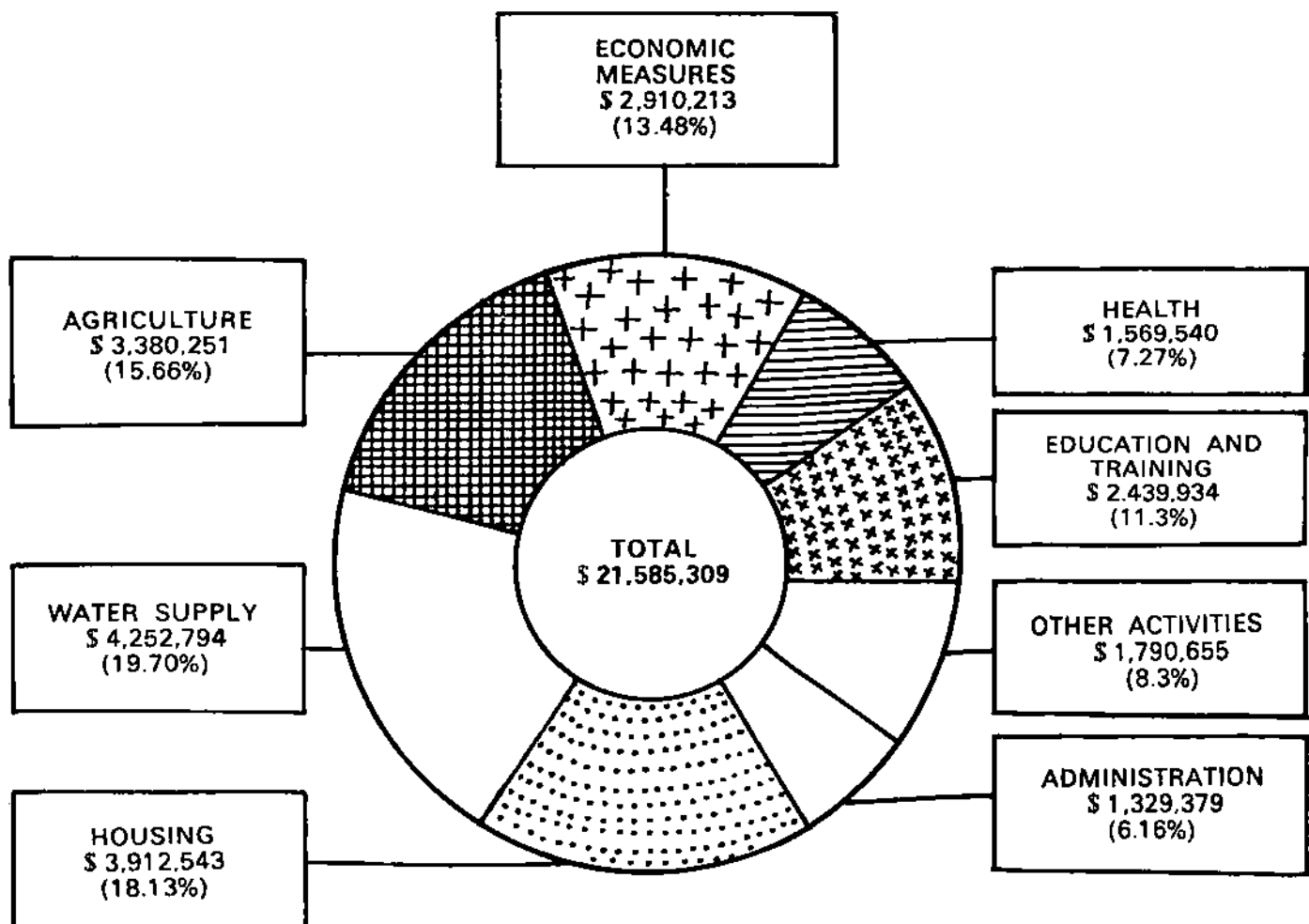
UTILISATION OF FUNDS

Year	Amount (in U.S. \$.)
1974	403,316
1975	1,626,389
1976	1,943,795
1977	2,725,238
1978	3,910,961
1979	8,468,624
1980	3,633,065
1981	2,579,632
1982	3,134,422
1983	4,074,996
1984	2,562,283
Total	35,062,721

DEVELOPMENT PROGRAMME

COVERAGE AT A GLANCE : 1974-1984

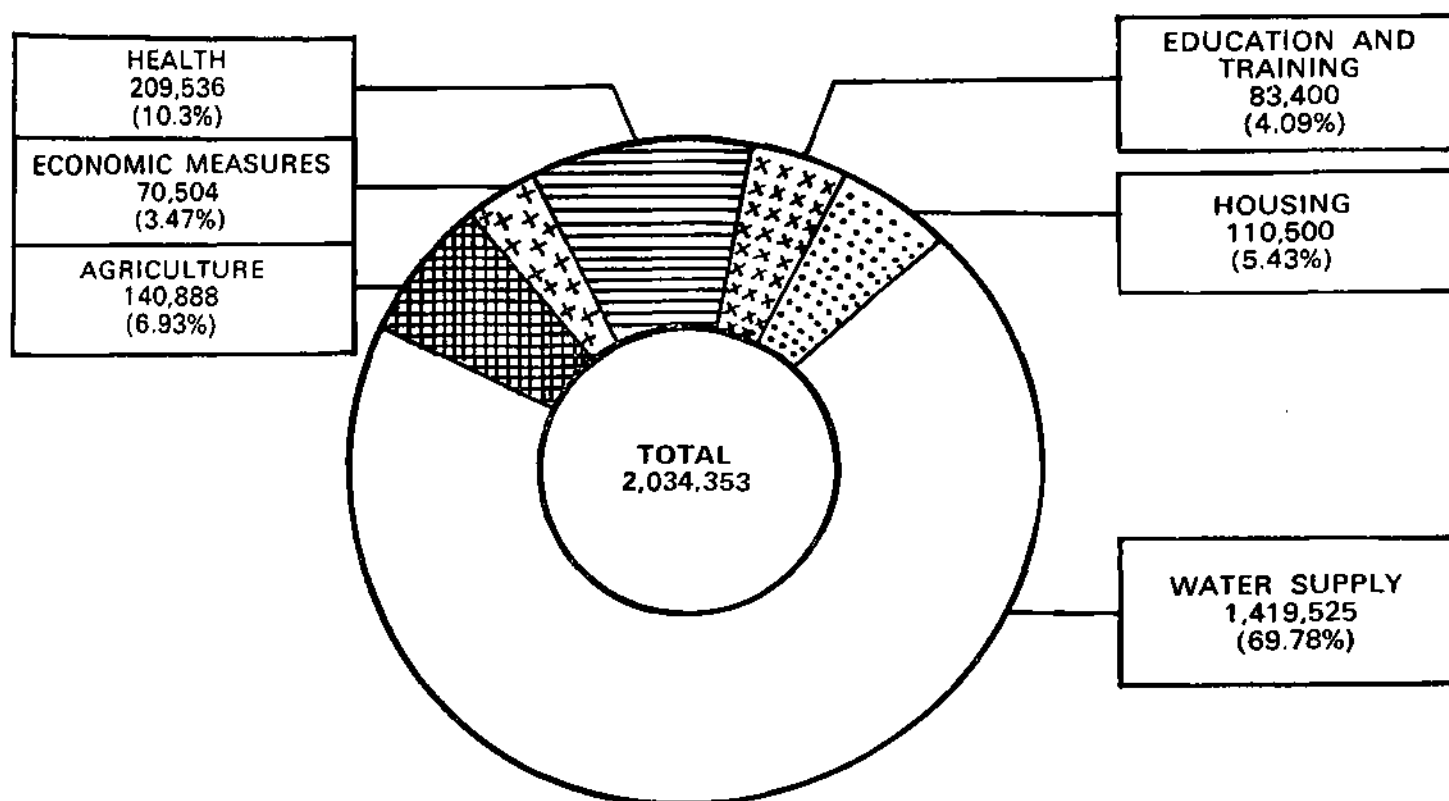
FUNDS UTILISED IN US \$



DEVELOPMENT PROGRAMME

COVERAGE AT A GLANCE : 1974-1984

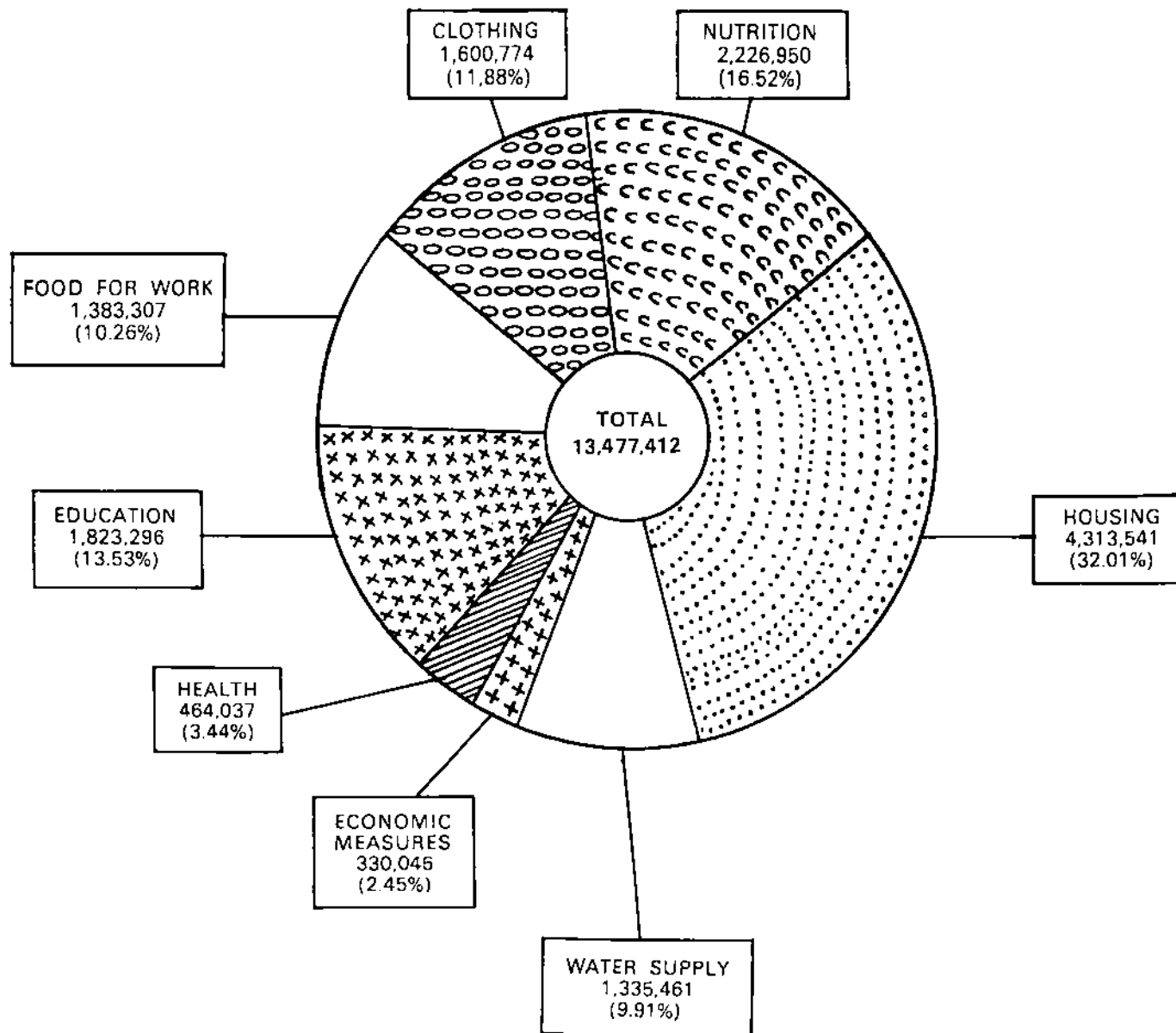
PEOPLE COVERED



EMERGENCY & REHABILITATION UNIT

COVERAGE AT A GLANCE : 1974-1984

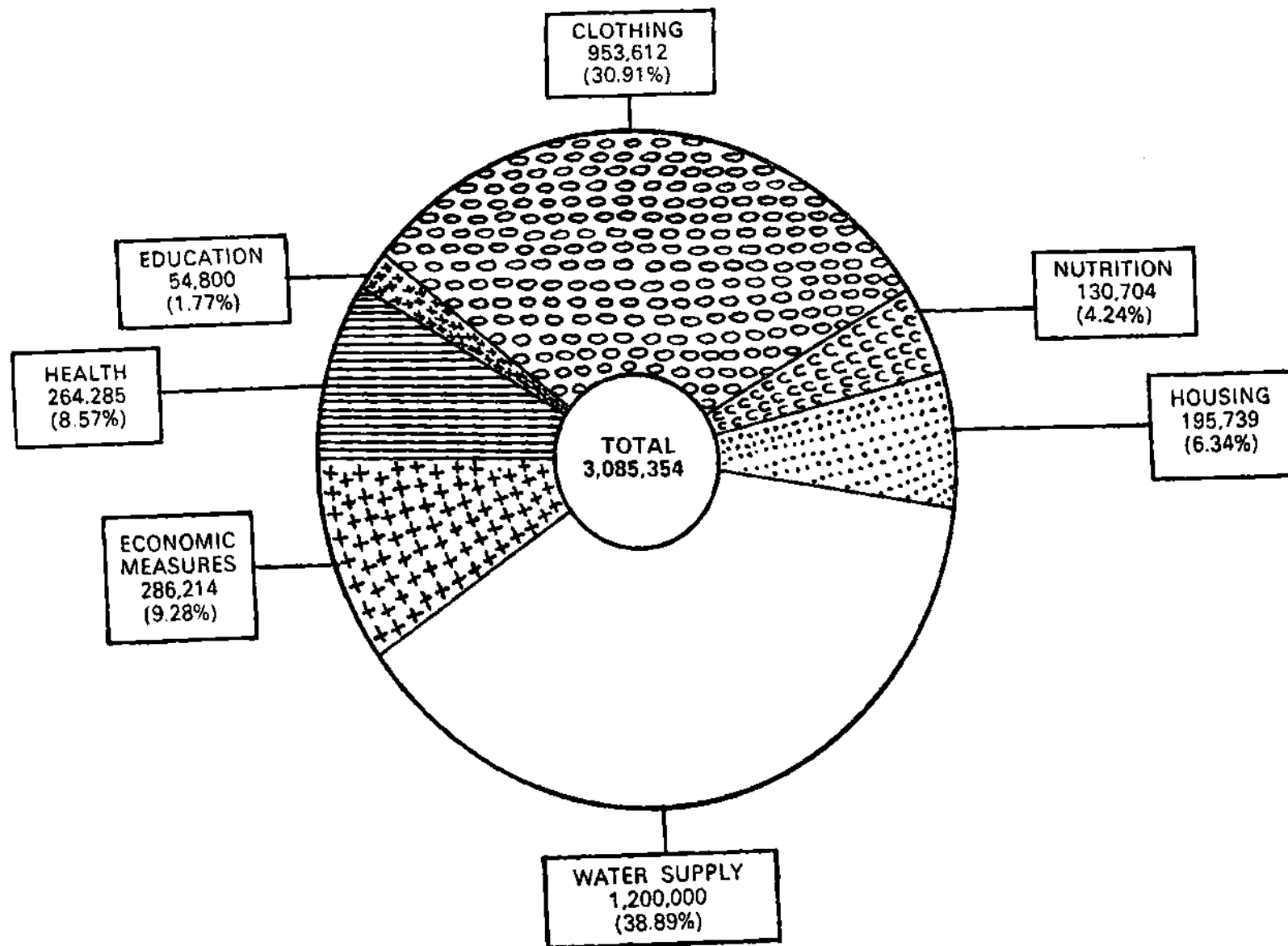
FUNDS UTILISED IN US \$



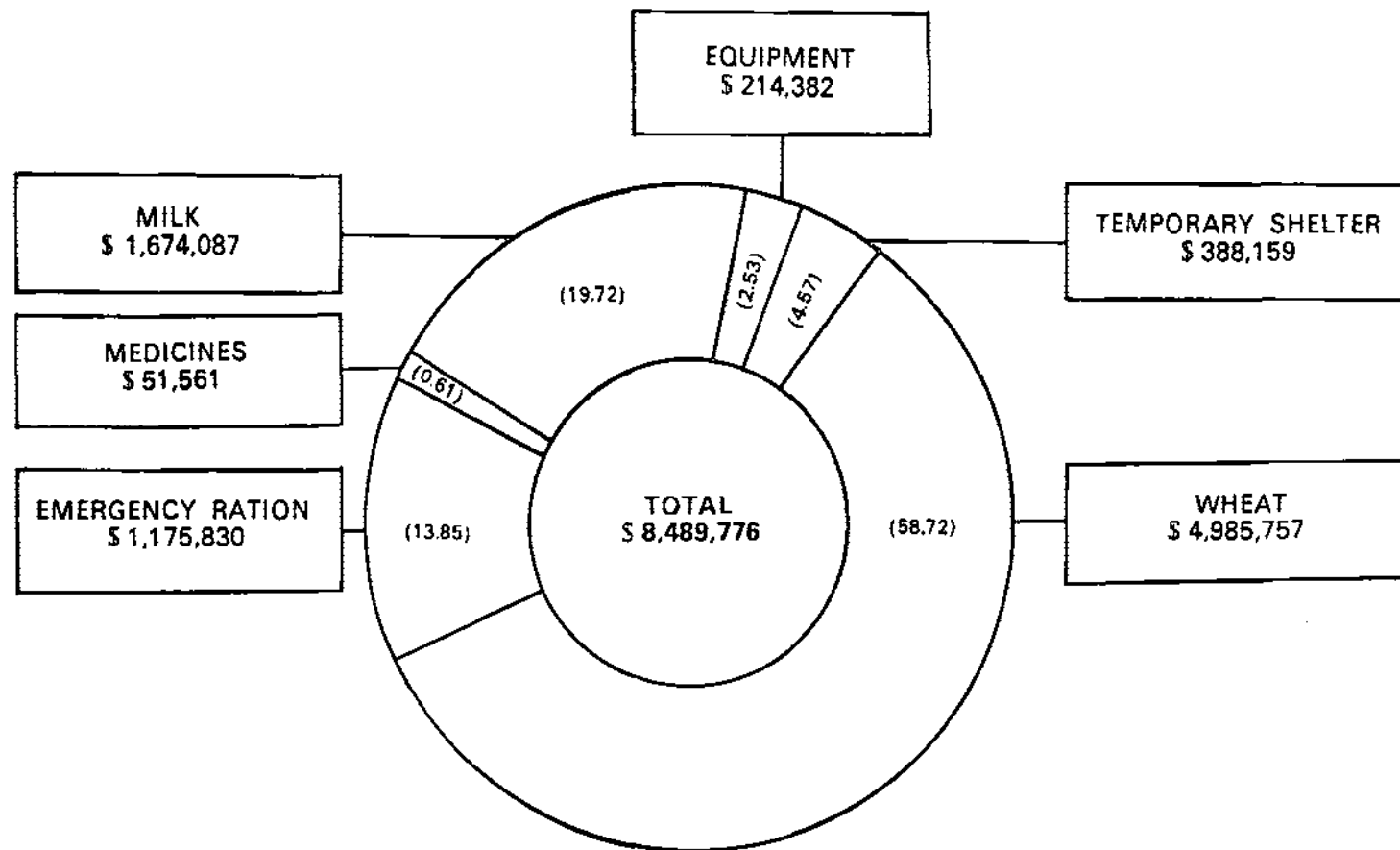
EMERGENCY & REHABILITATION UNIT

COVERAGE AT A GLANCE : 1974-1984

PEOPLE COVERED



EMERGENCY & REHABILITATION UNIT



DISTRIBUTION OF DONATED COMMODITIES (1974-1984)

(Figures in brackets are in percentage)

1984 IN BRIEF

NORTH BENGAL PROJECTS

The LWS India withdrew its operations from the five Districts of North Bengal from July 1, 1984. The region has special significance in the history of LWS India—the LWS became operational in India in the year 1974 when a famine emergency programme was undertaken in this region; nearly 40 percent of the 20,000 families were resettled in North Bengal under a rural housing resettlement programme. In many areas of North Bengal mulberry which is not a traditional crop, has taken stronger root as a result of the sericulture project undertaken by the LWS India.

SUNDERBAN PROJECTS

The LWS India planned over a period of time to resettle over 1,000 families who had earlier migrated to Calcutta from Sunderban in search of employment. However, this could not materialise owing to non-availability of suitable land. Only 165 families were resettled in Binodpur colony and various socio-economic measures adopted since rehousing of the families in 1979 have not only enhanced the family income but also integrated the new settlers with the old settlers of the region. As scheduled earlier, the activities came to an end by the end of December, 1984. The LWS India will officially withdraw its operation by early 1985 from Binodpur colony after suitable arrangements are finalised for continuation of the activities by the Co-operative Society established by the people, with the support and guidance of the Government, rural banks and the Panchayat (a self-Government Body elected by the people).

MURSHIDABAD PROJECTS

The plan for withdrawing LWS operations from the settlements which were identified as advanced settlements was implemented by early 1984. Accordingly, out of 3,254 families resettled in 48 clusters, 2,175 families in 14 clusters were identified on the basis of criteria for withdrawal prepared jointly by the people's apex Body and LWS India field staff. Concurrently 7 villages with 900 families were included in its operation with a view to integrating new settlers with the villagers.

A critical analysis of the programme planning and implementation resulted in certain change of direction. Instead of encouraging assistance to accumulate capital directly through society projects, emphasis was given on individual schemes in order to increase the family income directly. To ensure equitable distribution and use of resources, the onus of selecting schemes for implementation rests more with the villages as a whole with accountability between the village committees and the communities having been restored.

CALCUTTA PROJECTS

The non-formal education centres for pavement dwelling children continue to impart elementary education. The centres are run by a local organisation with the support of LWS India. The multi-purpose centres established at Ultadanga and Entally continue to impart primary education and vocational training. In addition extension services are provided to the people living in the adjoining slums as well as the inhabitants of squatters' colonies.

The LWS India plays a major role in the extension areas in bringing together the local organisations and urban banks to coordinate income generation schemes. Community health including environmental sanitation are given direct attention by the LWS India.

By the end of 1984, under the Salt Lake Housing Resettlement Project, 1,500 houses should have been constructed in two phases. However, only 1,259 houses were constructed as the public utility services such as roads and underground drainage were not simultaneously taken up by the State Government. Allotment of land for construction also hampered the progress. Nevertheless, follow-up activities undertaken among the resettled families as well as the inhabitants of the region produced positive results in building up cohesiveness and improving their economy.

PROJECT WHAT

The Project Water, Health & Agriculture Trident which is operative in Bandwan block of Purulia District and Jamda and Bijatola blocks of Mayurbhanj District could, during the year, overcome the teething stage problems—suitable staff members required for the project were located and the project team's knowledge and understanding of the concept and strategy of consultative and analytical approach crystallised gradually. This resulted in following the desired communication and decision making channel not only to involve the target groups in the total process of planning and implementation but also to build up managerial capabilities and capital formation.

The Project WHAT operation covers 59 villages. There are however, 74 committees/functional groups with a total membership of 292. During the year, after numerous meetings and much dialogue, the simple and apprehensive villagers and their respective committees decided in favour of opening bank accounts with funds accumulated from voluntary contributions and loans returned by farmers and others. As a result, 33 village committees have opened 33 bank accounts with deposits amounting to a total of nearly Rs. 130,000. Subsequently, the committees have withdrawn funds for reinvestment and recycling.

At the programme level, committees for coordination of inter-departmental activities and overall planning and implementation have been formed both in Mayurbhanj and Purulia Districts. The committees consist of representatives from the Government, Panchayat and LWS India.

BURDWAN PROJECTS

The PREM (Planning, Research, Evaluation and Monitoring) Cell members along with LWS India arranged a series of workshops/training programmes on 'planning from below'. Initially, the field staff were given exposure to an organised method of planning and involvement of the people. The field staff thereafter, arranged initially, a series of meetings and discussions with the villagers and the committee members on the need for identifying and documenting the problems, the human and material resources available from within, prioritization and working out an action plan for implementation by the people themselves. The household survey and tabulation were used as tools towards achieving this objective. Since the LWS India has tentatively fixed a time span of three years for withdrawal, a comprehensive master plan is expected to emerge early 1985, for implementation with the active involvement of the target groups.

EMERGENCY OPERATIONS

From June to end September or early October, Moyna block in Midnapore District of West Bengal was virtually under water. Moyna is usually prone to floods but the intensity and duration of 1984 floods surpassed the deluge of 1978. Geographically, Moyna is bowl shaped and is situated in a low-lying area. Water cannot be drained out easily. People who visited Moyna during the 1984 floods were shocked to see thousands of families taking shelter on embankments and in relief camps. Almost the entire population of 139,000 people had to undergo this ordeal for some months. Against this backdrop, LWS India undertook timely emergency relief operations to assist the victims of three Gram Panchayats (village level self-Government Bodies elected by the people). The operation consisted of distribution of clothes and blankets, provision of temporary shelter, medical aid, nutrition programme and sinking of tubewells to provide safe drinking water and construction of schools.

While Moyna was under water, LWS India had already engaged in flood relief rehabilitation activities in three other Districts of West Bengal and one District of Orissa.

An unusual epidemic of gastro-enteritis swept West Bengal and killed thousands of people particularly children. The LWS India undertook relief operations in the Districts of Howrah and Burdwan and 17,930 patients were successfully treated.

RELIEF, REHABILITATION AND DEVELOPMENT PROGRAMME

(Expenditure Statement as on 31.12.84)
(Pre-Audit Figures)

Programme	Expenses (Rs)
Programme Operation (Admn.)	2,229,207
Planning, Research, Evaluation & Monitoring	512,368
Engineering & Technical Services	221,069
Water, Health & Agriculture Trident	5,231,344
Burdwan Projects	1,097,729
Calcutta Projects	5,804,371
North Bengal Projects	659,048
Murshidabad Projects	1,588,672
Sunderban Projects	1,203,234
Development Communication	1,181,676
Medical Services	314,106
Pavement Schools	1,028,850
Transfer of funds to NELC Development work	1,928,597
Distribution of Donated Commodities	487,983
Provision for Emergencies	1,631,563
New Drought (West Bengal & Orissa)	4,113,271
Work Projects	908,747
Handicapped Children's Centre	250,000
	<u>30,391,835</u>

Auditors : Messrs. Price Waterhouse & Co.

Legal Adviser : Mr. K. L. Ghosh

Main Bankers : CITIBANK



PREM CELL MEMBERS

Dr. Prodipto Roy : *Chairman*
Sociologist
Kathmandu
Nepal

Mr. S. K. Chakraborty : *Member*
Indian Administrative
Service (Retired)
Calcutta

Dr. B. R. Patil : *Member*
Sociologist
New Delhi

Dr. A. K. Bhattacharyya : *Member*
Agronomist
Calcutta

S. J. Nathan : *Member Secretary*
Programme Secretary
LWS India

THE EXECUTIVE

Central Office

Director	— Aage Larsen
Deputy Director	— G. S. Banerjee
Programme Secretary	— S. J. Nathan
Finance Adviser	— I. Rantakari
Programme Coordinator (Finance)	— D. Roychoudhury
Emergency Officer	— P. C. Joseph

Sectoral Offices

Development Communication	— T. K. Ray, <i>Programme Coordinator</i>
Engineering & Technical Services	— K. Roy, <i>Technical Adviser</i>
Medical Services	— Dr. B. K. Ghosh, <i>Programme Coordinator</i>

Programme Offices

Burdwan/Birbhum	— A. R. Mazumdar, <i>Dy. Programme Coordinator</i>
Calcutta	— N. K. Saha, <i>Field Administrator</i>
Murshidabad	— P. K. Chakraborty, <i>Dy. Programme Coordinator</i>
Sunderbans	— G. S. Banerjee, <i>Programme Coordinator</i>
Water, Health & Agriculture Trident (WHAT)	— Dr. B. B. Chaudhuri, <i>Programme Coordinator</i>

The following senior staff either retired or left the organisation during 1984:

V. S. C. Bonarjee
S. C. Roy
A. Roychoudhury
Dr. Biswajit Sen, and
P. K. Ghosh



Bee-keeping represents an important source of subsidiary income





Operated by the Lutheran World Federation/World Service, Geneva

Produced by Lutheran World Service (India)
Cover & Design : Muriel Nathan
Printed at The Radiant Process Pvt. Ltd., Calcutta